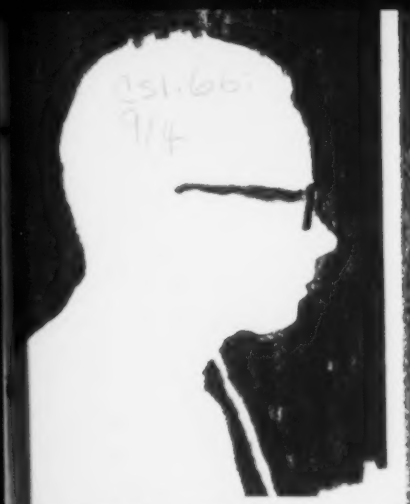
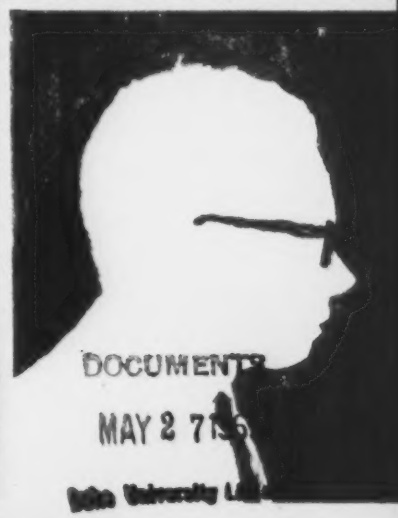
351.60
914



Civil Service Journal

U.S. CIVIL SERVICE COMMISSION
Vol. 9 No. 4 • April–June 1969

Performance Rating Revisited . . . *see page 28*



DOCUMENTS
MAY 2 71
[illegible] University

SPECIAL FEATURE—Conversation with Chairman Robert Hampton, *see page 1*

Civil Service
Journal

Volume 9 Number 4

April–June 1969

CONTENTS

Features

	Page
Conversation with CSC Chairman Robert Hampton	1
President Nixon Visits Federal Departments	16

Articles

More Than the Job Requires by John D. Roth	8
The Perils & Promise of the Future	12
Operation MUST Pays Off at ARS by Marcella Memolo	22
Performance Rating Revisited by Husain Mustafa	28

Departments

Labor-Management Relations	11
Standards and Tests	19
Recruiters Roundup	21
Legal Decisions	26
Shelf-Help	32

Photo credits: p. 1, CSC; pp. 16–17, Air Force; and pp. 22–24, Agriculture.

U.S. Civil Service Commission

ROBERT E. HAMPTON.....*Chairman*
JAMES E. JOHNSON.....*Commissioner*
L. J. ANDOLSEK.....*Commissioner*
NICHOLAS J. OGANOVIC
Executive Director

Worth Noting

PRESIDENT NIXON has nominated Commissioner L. J. Andolsek for a second six-year term on the U.S. Civil Service Commission. Mr. Andolsek was originally appointed in April 1963. His new term on the three-member Commission will run until March 1, 1975.

CAREER POSTAL EMPLOYEES will receive first consideration for postmaster vacancies and rural carrier positions under a new policy announced by President Richard M. Nixon to insure appointment of all postmasters and rural carriers on a nonpolitical merit basis. If no qualified careerist is available in the office where the vacancy occurs, an open civil service test will be held to fill the job. Postmaster General Winton M. Blount will call on an impartial National Management Selection Board for assistance in filling vacancies in the 400 largest post offices. For postmaster vacancies in the other 31,800 offices, a Regional Management Selection Board will follow the same procedures. For rural carrier positions, a local review board will pass on the selection by the postmaster from among five senior careerists in the office where the vacancy occurs. The Administration has also proposed legislation to eliminate the requirement of Presidential nomination and Senatorial confirmation of postmasters.

"THE WORLD'S LARGEST floating knowledge factory" is Secretary of Health, Education, and Welfare Robert H. Finch's description of the Federal Government. Secretary Finch used the phrase when speaking at the awards luncheon at which 10 young men in Government received the 1969 Arthur S. Flemming Award for outstanding service. He added: "I am really astounded at the sheer quality of top experts gathered in Washington at the present time."

The winners were chosen in two categories, administrative and scientific. Receiving the award for administration were: Bertram S. Brown, National Institute of Mental Health; Glenn W. Ferguson, State Department; Barry R. Flamm, Forest Service; John R. Petty, Treasury; and Edward F. Rose, Civil Service Commission. For science: Dr. Martin E. Glicksman, Naval Research Laboratory; Dr. Richard E. Hallgren, Commerce; Dr. James J. Kramer, NASA; Dr. Norman F. Ness, NASA; and Edward H. Stone II, Forest Service. The awards program is sponsored by the Downtown Jaycees of the District of Columbia.

PROPOSED FEDERAL SALARY schedules were sent to Federal employee organizations late in February for review and comment. The schedules, recommended to become effective in July 1969, are based on staff findings derived from the Bureau of Labor Statistics 1968 survey. They were furnished to employee organizations jointly by the Bureau of the Budget and the Civil Service Commission. The proposed salary rates, which will affect about 2 million full-time Federal employees,

(*Continued—See Inside Back Cover*)

The *Civil Service Journal* is published quarterly by the U.S. Civil Service Commission. Editorial inquiries should be sent to: Mrs. Celima L. Hazard, Office of Public Affairs, Room 5351, U.S. Civil Service Commission, 1900 E Street NW., Washington, D.C. 20415. Telephone 632–5496 or Code 101, Extension 25496. No special permission necessary to quote or reprint materials contained herein; however, when materials are identified as having originated outside the Civil Service Commission, the source should be contacted for reprint permission. The *Journal* is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, $1 a year domestic, 25 cents additional for foreign mailing. Single copy 25 cents. Use of funds for printing this publication approved by the Director of the Bureau of the Budget by letter of March 31, 1965.

Robert Hampton talks about civil service —where we are and where we are going

CONVERSATION WITH THE CHAIRMAN

Q. Mr. Chairman, at the outset of the new Administration, Federal managers, personnel officials, and employees are interested in what you see on the horizon in the personnel area. How would you appraise the Civil Service system today, and what would you identify as the main goals and areas of emphasis in the months ahead?

A. I think today's Civil Service system is second to none, but there's still a lot of room for improvement.

Q. What are some of the things you have in mind?

A. Some of the things we've been doing in personnel administration—actions sometimes described as reform—have actually been piecemeal changes by administrative adjustment. Some of these changes have certainly been significant, but have been limited to certain specific aspects of the broad personnel system. There have been no really *basic* changes in the system through legislation. Now we shouldn't make changes just for the sake of change. But any system, I would think, that has been in existence as long as ours—especially when viewed against the background of so many recent changes in government programs and advances in technology—needs a complete reexamination from time to time. In the past we did not have the resources, nor did we put the time and effort into making this kind of penetrating examination.

Q. Would you cite some specific problem areas that need searching study?

A. Yes. I think the problems that have been brought into focus by efforts to achieve pay comparability illustrate my point. In using national averages, as we do now, we are overpaying in some areas and underpaying in others. Also, we're using job standards that distinguish basic levels but do not make fine distinctions between jobs. Maybe we need to look for a better job evaluation system, because if we're going to pay a comparable wage, then it should truly be comparable, which requires a means of drawing these finer distinctions. I think that's one area.

I think, too, that essentially we treat all pay problems alike under the name of equity. But there are a lot of differences within our own system. In other words, under the law we have to apply the same ground rules to the upper levels of the civil service that we apply to the lower levels. I think there may be valid reasons for not doing this, and that this needs examination.

Many adaptations in the merit promotion policy were made on the assumption that we shouldn't go for legislation to amend the Performance Rating Act. Maybe we should go for such an amendment if it is something essential to having a good merit promotion program—in other words, identifying people to be promoted to supervisory responsibility. So this is something that we have to take a look at. The same way with the Training Act. Some people seem to think that the Training Act language may be too narrow for us to do the types of training that we should be doing. I don't know—these are questions that have come up during my years as minority Commissioner. I've heard about them but have never had an opportunity to direct the resources of the Commission to do this study.

Q. When do you expect this broad study of the system to begin?

A. We have been taking a sort of preliminary look-see on a program-by-program basis already. And as we look at some of our basic programs, we see that over the years the Commission has absorbed a lot of special-interest programs that are diffused throughout our organization. In the meantime, some of our basic functional programs—such as inspections, personnel research, policy guidance, systems development, and the managerial aspects of personnel policy—these have been allowed to remain dormant as far as meeting new challenges is concerned.

If we're going to have an effective personnel program, we've got to strengthen these basic functions in order to provide sufficient guidance and service to the agencies. And in terms of policy guidance, we've got to involve our resources in looking at the latest developments and techniques in the broad spectrum of training and career development from GS–1 to GS–18, performance appraisal, utilization, and the whole gamut of programs that relate to recruiting people and developing and utilizing their skills.

Q. In other words, you plan to place more stress on basic functions—emphasizing their primary importance as opposed, perhaps, to special short-run programs?

A. Well, we've had a lot of high visibility programs relating to current social problems. These new programs have been placed in the Commission and have been interpolated into the personnel system. The contention has

been that these programs hold a higher priority than the development of basic personnel skills. Personally, I think we have to have the basic personnel skills before we can respond to all of the new social programs.

I think it's a question of priorities. We certainly cannot ignore the social problems; but, on the other hand, I think we mislead people by over-promising what we're able to do through Federal employment.

Actually we're rendering a service. We're assisting agencies that are deeply involved in solving social prob-

lems. This is our major contribution. The contribution that we cannot make is to solve the problems of the underprivileged by making the Government the employer of last resort, because we have functions to perform that require well qualified people with highly developed skills rather than the least qualified.

Moreover, we have manpower ceilings which require us to do the work with fewer people, so there are bothersome inconsistencies. We can't have expanding social programs within the Federal service at the same time that we are trying to get our job done more efficiently under budget restraints. I want to shake out some of the conflicts as far as we're concerned and find out where we're going. I don't know the answers—if I did I would have capsuled them and sold them to somebody long before now.

Q. I gather you're not saying we can turn programs for employment of the disadvantaged over to another agency rather than have the Commission involved.

A. Well, our involvement with the disadvantaged is in terms of the Government doing its fair share as an employer—and it makes sense for the central personnel agency to have a key role, because equal opportunity considerations run through most aspects of personnel administration.

While limited in scope, I think our Worker-Trainee exam and similar measures are going to help get some disadvantaged people into meaningful jobs by utilizing means that are valid for filling such jobs under the competitive system. Training of the disadvantaged or underutilized—that is something else we must give attention to.

One more thing in terms of policy and concept: We want a good system that rewards people who are well motivated. We need to see that employees are properly compensated, that they have an adequate opportunity to make the contributions they are capable of making.

A personnel system that does these things is going to assist any manager or any Administration to attain its goals. The system must be kept up to date. This includes the whole gamut of recruiting, training, career development, incentive awards, pay, grievances, merit promotion, and sound union-management relations. Each one of these things, as a separate program, fits into one big piece.

In all our programs we must adhere to the spirit of equal employment opportunity. Everyone talks about EEO as a program. I don't think it's a program—I think it's a state of mind, a bent toward fairness, impartiality, compassion. It starts here—in the heart—not with what we write in the rules and regulations, though these are nonetheless necessary.

Q. Do you contemplate any major shifts in the program for equal opportunity? Do you envision any sort of new emphasis or shift in emphasis?

A. There will be some changes in emphasis—but I can't spell them out in any detail at this time. This is another area that needs in-depth review.

I think equal opportunity involves an adequate system of resolving complaints, and I think we've made a step toward that in the new regulations. The second part of equal opportunity is a good merit promotion program that is designed to recognize ability in competition. A part of that is, of course, that there be *no* discrimination in promotions, and this is an essential part of our promotion policy. I think another important facet is a recruiting program that assures that we go to the places where there are sources of minority people as a part of our regular, ongoing recruiting program. It shouldn't

have to be anything different. We go to colleges every day. We should, and we are doing this as part of our recruiting program but we need to do more. To me, all of these are essential elements in an equal employment program under the merit system.

Q. Do you feel that the new regulations and the new mechanism for hearing a complaint and for conducting an appeal will give us greater credibility in the eyes of our critics?

A. Well, I hope so. But on the question of credibility—it seems that anyone who has a complaint feels that the people who make decisions adverse to him therefore have no credibility.

What many of these people who have complaints are saying is, "If you give me somebody who's favorable to my point of view then I shall consider him objective. Otherwise, he's prejudiced and unfair." These so-called third party mediators can only advise. They don't have the authority to decide. Authority is not vested with them—it's vested in the elected officials and the appointed officials. And this democratic principle must be recognized because there's no other system that can be set up that is politically feasible in our society.

In my opinion, the problem in the area of discrimination is not so much the credibility but the difficulty in proving discrimination where anyone has the discretion to make a decision. The man who makes the decision tells you, "I made the decision on the basis of a number of objective facts." But if it adversely affects someone, black or white, then the claim can be made that the official is biased, or his credibility is bad. Of course, we designed the new program to help overcome this so-called credibility problem—to try to build confidence by having the operations more open to scrutiny and question.

Q. Mr. Chairman, do you think the minority census is a valid measure of the EEO program for public purposes?

A. I think it shows progress in terms of numbers and career movement, but statistics can be used in any number of ways. I don't think the census is a true measure of equal opportunity. I think the figures reflect about what you would normally find in the manpower market.

I do believe that, where operational techniques and procedures can assure equal opportunity we should direct our efforts at these. Another facet of the problem lies in the proper training of supervisors in basic human relations. I think we need to highlight the sensitive problems of minority groups, because they are real.

Q. In this same context, Mr. Chairman, what are your thoughts on an advisory board which would give you an input of the thinking of the diverse factions in this area of human rights and equal opportunity?

A. I don't like the idea of an advisory board. In this area I think that a better approach would be face-to-face open discussions in which you explore—as a part of it yourself, with your top staff, and with the people involved—the quest for answers. Here you have give-and-take, and hope that you can keep the temperature down so that the antagonisms don't overwhelm the desire to achieve constructive answers. I think that, in our evaluation of this, we must look for new approaches which are compatible with our Government system, and which do not antagonize the managers and the employees. Managers must have the proper training and developed sensitivity—they need human-relations training in dealing with whites and blacks and anyone, period.

The major problem that I see in almost all of these complaints and appeals is something that could have been solved by the first-line supervisor if he had developed the proper understanding of his fellow man, and could just put himself in the other man's place for just one moment or two. If they don't demonstrate this sensitivity, then I don't think they should be promoted to a supervisory job, because they're not qualified for it.

Q. A real breadbasket concern is the condition of the retirement fund. Do you see prospects of a solution to that problem? How big is the problem now—how big is the deficit?

A. Well, it's not really a deficit—it's an unfunded liability, of $57.7 billion, and the problem is very serious. Within five years we will be paying out of the fund what we have accumulated now. We have over $19 billion in the fund, so the fund isn't broke. But in 5 years, just to meet normal operating costs, we'll be paying out more than we have coming in.

Q. That's without any more liberalization?

A. Right—without any changes, without any further pay increases. After 18 years the fund will go broke. There will be zero in the fund, which would mean that current appropriations will be necessary, somewhere in the magnitude of $3 to $4 billion, plus several millions just to administer it. The Daniels Bill is a very sound refinancing proposal in terms of meeting normal operating costs, in terms of amortizing any increased benefits over a 30-year period, and in terms of having the Secretary of the Treasury put a certain percentage each year back into the fund representing the interest on the unfunded liability. It is essential that steps be taken now because the closer we get to the point where the fund begins to deplete, the greater the annual appropriations are going to have to be.

Q. Another concern, in this dollar line, is health benefits. The costs keep going up, and medical expenses keep going up—and there's this stronger plea for the Government to pick up a bigger share of the costs of employees' health benefits. Do you have any thoughts on that?

A. There have been a number of bills submitted in the Congress and we'll have to ride on one of those. I would like to see us pay the percentages contained in the original legislation, which would mean restoring us to the 38 percent level of the high option cost.

Q. What about labor-management relations? There has been one study by a Presidential panel in this area and some indication that there might be further study. Would you discuss changes that you might contemplate or that might be in the offing in union-management relations?

A. Well, without getting into the details of all the proposals to change the Executive order, I would say that the important thing to do is to set up machinery that works. The policy that was in the original Executive order is pretty sound. I don't think the policy is really in question—most of the changes that had been recommended were in terms of machinery with only a couple of minor policy differences.

Q. I suppose the paramount question is whether the talk of strikes in Government is mere sabre-rattling or real threat. Do you think we're close to strikes in the Federal service?

A. No, not as long as we have a prohibition against them in the law. If employees go on strike they can be dismissed from their jobs, and I would hope that there wouldn't even be any serious consideration in the minds of the unions about striking. I think it is incomprehensible for public servants to deny their services to the public.

Q. What about young people? We hear more and more that this is the age of dissent, with words like "generation gap," "social activism," "employee unrest," and so forth. Do you feel that this is more fancied than real, or if it is a real concern of yours do you have any ideas on how you might channel dissent into productive ends?

A. I think that the youth problem is over-exaggerated as far as the Government is concerned. The thing that I see is a few disgruntled youths getting headlines, and they don't recognize the worth of their jobs in terms of involvement. By accepting a job in the public service they *are* involved, and they ought to recognize that. If they're unhappy because their agency doesn't have the extent of involvement they would like to have, I would suggest they do it on their own time as volunteers, and this would be a real measure of the extent of their interest. I think that, by doing their job and helping the Government do its job, those people who are involved are going to be in a better position to solve some of the problems that may be bothering them.

I think the people who have been making the noise—well, I couldn't even classify them as a minority, because I think they're even smaller. The attitudinal survey that was taken among the sampling of young people in Government pretty much reflected a high degree of satisfaction.

I don't think that the campus revolt should be moved to the halls of Government. If they want to have their meetings and to discuss issues, I would suggest that they find a place to do it other than at the work site or while they're working.

Q. I understand you have been giving a lot of thought to training. Can you give us your views on this?

A. Well, there are a lot of questions on training. We

have a program that's expanding and suffering growing pains, although the Commission's efforts, in terms of the total Federal Government—5 percent of all the employees that are trained—are very modest efforts. I personally feel that we must focus on some goals in terms of what we are trying to achieve through training. This is another of the areas where our outside advisers are so overwhelmed by theory that they think any sort of training experience has got to be good because it's an exchange of ideas and it stretches the mind. This might be very nice in an academic setting, but when we talk to hardbitten people in terms of tax dollars and management, I think we have to relate training much more to the objectives of accomplishing specific responsibilities.

In some sessions that I've attended, the knowledge of the lecturer was shockingly ephemeral and outdated—he was talking about things that happened 8 years ago, 10 years ago. He wasn't talking about what's happening now, or what may happen in the future. You wonder, when a trainee hears all this, how is it going to help make him a better employee? A better manager?

There's a question, really, of relating our training to making people more effective managers. For example, I think there's a real need for acquainting people with policy issues—I think there's a need to train people about the relationship between the executive, the legislative, and the judicial. I think it's good to be training career people on what policy makers have to consider in coming to a conclusion on policy. How many policy makers are really free agents of their own conscience? They've got to look at the realities of relationships with their publics, their constituencies, and the available resources. Shouldn't employees know of these things?

It is hearing about problems of this type that people who are not exposed to them on the job can benefit from. Now if we can have instructors in our training courses describing some of these problems, it will help establish rapport, particularly if the trainees can hear it from the people who are sitting in the hot seat. So we've got to look at training, to be sure that we're not spending our money without an adequate return on the investment.

Q. Mr. Chairman, could we get something of your views on how the transition has proceeded, is proceeding; whether the responsiveness we speak of in the career service is as evident as we think it is?

A. Each transition in the last several changes of administration has added something to our knowledge about what takes place during a transition, and I think this was reflected in the planning that was done in the Government prior to this particular transition. It was brought about mainly by the fact that President Johnson announced back in March that he was not going to run, so the Government knew that there would be a transition of personalities regardless of which party won. This allowed a certain amount of pre-planning, and I think this was good.

There were some minor inadequacies in the transition in terms of information that was needed and information that was available. But I think that this experience will help us in overcoming these problems in any future transition. The fact that over the last few years we have been drawing the lines between the career service and the noncareer service was very helpful. There was less misunderstanding on the part of new people coming in, as to the positions they could expect to fill, than there had been in the past. The great misunderstanding that still exists, of course, is in the positions that are excepted from civil service for a multitude of reasons that are really nonpolitical. This caused quite a bit of confusion in the minds of people who are not familiar with Government organization. I would hope that we can improve this, in terms of planning for future transitions.

I think that the new leadership's confidence in the people who are in the career service grows with each work experience, I would say, within a period of 6 months; and it seems to take about that long, from my previous experience, to have this rapport established. Of course, a lot of our efforts in the Executive Assignment System, in our Seminar Centers, are toward defining the role of the career executive and his relationship with the political. I think the career executives themselves were better prepared this time.

Q. Mr. Chairman, what about the relationship of the Chairman to the President in this Administration; the role of the personnel adviser?

A. My feeling is that, as an institution, the Civil Service Commission should stand on its own two feet in terms of its relationships to the President. The Chairman of the Commission is designated by the President and as such would naturally fill the adviser role without any other special designation. This is by far, in my opinion, a better way to do it because it strengthens this organization. When the Chairman acts, there is no doubt that he is acting for the organization as a whole, rather than as an individual on the White House staff.

The other part of this, of course, is the role of the Bureau of the Budget, which deals with personnel management more than in the policy area.

One of the considerations is to more clearly establish an institutional relationship with the Bureau of the Budget in coordinating in areas that have a financial impact. As far as relationship to the President and the White House is concerned, there are any number of

matters that require the President's personal attention or the attention of a particular staff member of the White House, and those contacts are made by the Chairman of the Commission. However, there's a dual responsibility in some personnel areas that are not under the Civil Service Act; this should be a shared responsibility.

As we move along with this type of operation, the Bureau of the Budget and the Civil Service Commission may draw up some documents which will more clearly define these relationships. I would hope that what we establish would certainly be a less confusing and a more durable type of institutional relationship than existed in the past.

Q. What is your appraisal of the Federal manager?

A. Well, I think within the confines of the laws and Executive orders, the restraints that have been placed upon his prerogatives over the years, that he would rank pretty much among the top. I think the quality and caliber of most Federal managers is as good as you'll find anywhere. I do think we have an extremely small number who tend to ride along, and tend to use the rules and regulations to defend their lack of decisiveness. We should try to identify these people; at least educate them, or get rid of them. The large majority sometimes suffers from the publicized actions of these few.

If I had any words of counsel for career managers in this Administration in assessing the tools they have with which to accomplish their jobs, I would say that the most important tool they have is *people,* because it's people who deal with the programs, it's people who formulate ideas that lead to policy determinations. The biggest deficiency that I've found with most managers is their lack of understanding of the personnel system, their lack of appreciation of the fact that they are *the* primary personnel managers, and that the personnel officer is a staff official—there to give them advice and assistance, but not to make the decisions that the manager has to make. I think they should sharpen their knowledge of their flexibilities under the personnel system, and that they should practice this to the fullest extent. I think we'll have a better work force, and a more efficient work force, if they do.

Q. How about the role of the personnel official in management?

A. Well, the same old problem that we've faced pretty much over the years is still with us. That is that the average manager does not call his personnel officer for advice until he's got a major fire on his hands. I think there's got to be an awareness created among the top administrators, and this is that the personnel officer, assistant secretary for personnel, whatever his title may be, has got to be brought into the policy-planning councils as far as administrative matters go. I think this would help prevent a lot of fires from ever breaking out. I think, in planning reorganizations and changes of agency missions, that the personnel officer can be a valuable resource for assisting the executives. In many cases he's not consulted until after the decision has been made. He is not as privy to the policy councils as he should be. I would hope that we in the Commission will continue to work toward achieving this elevation.

I certainly detected an appreciation of the role of the personnel officer in this transition in terms of importance of the function that he performs. In the many cases when I have talked to Cabinet officers about management problems, I have suggested they consult with their personnel officers—and they have.

Q. Mr. Chairman, against this backdrop of your thoughts and comments on contemporary problems and challenges, do you have any word of advice to employees in general?

A. Yes. First of all, let me repeat what President Nixon has said himself—that he and his appointees have high regard for the civil servant and his vital role in our society. This Administration will do everything in its power to guarantee fair treatment to Government workers—equitable pay and benefits, opportunity for advancement, equitable procedures for handling complaints, grievances, and appeals. But employees must realize that they are hired and paid to do a job. This is where the involvement is. And most surely, this is where the rewards are. Nowhere else.

#

Improvements in the Incentive Awards Program to encourage, recognize, and reward excellence . . .

MORE THAN THE JOB REQUIRES

by JOHN D. ROTH
Director, Office of Incentive Systems

THE MANY CHALLENGES facing our Nation today demand that we make the very best of all of our resources. From our greatest resource, the Nation's manpower, we seek maximum use of two most important assets—time and talent. We seek dynamic and productive use of time; we seek progressive improvement-oriented use of talents.

The Federal Government, in applying new programs and policies to meet the challenges of our day, constantly needs to achieve more effective ways of encouraging excellence as a goal, recognizing excellence when it develops, and rewarding excellence wherever it exists.

IMPROVING THE PROGRAM

The Civil Service Commission, following a year-long study of the Federal Incentive Awards Program, has made improvements in the incentives program designed to strengthen the vital management-employee partnership needed for optimal effectiveness and continued progress in carrying out Government missions. These improvements, to take effect July 1, 1969, have been developed in response to viewpoints expressed by management and supervisory officials at all levels, by employee union officials, and by several thousand Federal employees at over 50 Federal establishments. A November 1967 House Post Office and Civil Service Committee Report on the awards program was an important input to the study, as well as a survey of industry practices on awards and study of current literature on incentives and motivation.

Combined with important changes recently made to the Federal Merit Promotion Policy (see *Journal,* Vol. 9, No. 2), the revisions to the incentive awards program represent further strengthening of the policies and processes by which management officials encourage, identify, utilize, and reward excellence in the Federal work force.

With an incentive awards program which has successfully operated for almost 15 years, and which over recent years has identified annual employee contributions valued at about $280 million in measurable benefits, with an annual investment of about $15 million in recognition and awards, the need for change in the program might be questioned. The Commission's study revealed strong support from employees and management officials for the basic concept that rewards should be granted for excellence in job performance and for constructive employee suggestions, but it also revealed some problems and areas for improvements.

NEW FOCUS ON ECONOMY

A key problem area was that the suggestion system is hampered by ideas of minor value which cause delays and backlogs in processing suggestions. With favorable employee and mangement opinion to support a new approach, the Commission has recommended that agencies limit awards for employee suggestions to proposals that directly increase economy, efficiency, or effectiveness of Government operations.

The basic intent is to encourage and concentrate on those suggestions which will conserve manhours, supplies, and equipment, reduce paperwork, and otherwise

directly contribute to increased productivity, less cost, or better service to the public. Ideas relating to employee services or benefits, working conditions, housekeeping, buildings and grounds, and routine safety practices, although welcome, should be handled through normal administrative channels. This approach will reduce the volume of formal suggestions, thus enabling more rapid decisions and replies on those suggestions which lead to economy, efficiency, and effectiveness of operations.

LARGER AWARDS

By making the awards for suggestions of greater significance to both the agency and the recipient, the importance of the program will be further emphasized.

The minimum award has been raised, the minimum level of benefits required to earn an award has been correspondingly raised, and the award scale for ideas which have tangible benefits has been upped. Each agency may now choose a minimum award-benefit level from among three options: $100 minimum award based on minimum benefits of $1,000; or $50 minimum award based on $500 minimum benefits; or $25 minimum award based on $250 minimum benefits.

SUPERIOR ACHIEVEMENT AWARDS

Greater awareness of the responsibility of management and supervisory levels to identify and recognize deserving employees was considered essential to improved program effectiveness. Again with a strong mandate from top management, supervisors, and employees, the Commission is requesting agencies to use the normal management review process to identify programs that have had superior results and to reward those who have helped to achieve these results. Agency supervisors are being further encouraged to effectively blend the use of performance evaluation and specific work and program goals with objective consideration of their employees for awards for superior achievement.

Greater uniformity and equity among agencies in granting awards is also the objective of a new Government-wide award scale for special achievements which have intangible benefits.

CLARITY OF TERMINOLOGY

To reduce the misunderstandings which have occurred at times because of the variety of terms used to cover similar accomplishments, the term "special achievement award" will be used in place of such terms as sustained superior performance award and special act or service award for all types of awards other than for adopted suggestions. Further clarity is also being sought through language improvement in the Federal Personnel Manual concerning the criteria for quality increases and lump-sum awards.

RECOGNIZING CITIZEN ACHIEVEMENT

As an extension of the awards program and further demonstration that Government is responsive to citizen achievement, the Commission is recommending that all agencies grant honorary recognition to citizens who have contributed to improved Government operations or programs. Although some agencies already award medals for distinguished service, these programs are primarily limited only to the most important contributions. The Commission is urging that honorary recognition be granted by all agencies to citizens who make even modest contributions that result in improvements.

FUNDAMENTAL MANAGEMENT RESPONSIBILITY

The concept of reward for superior achievement is a part of the early history of man. Its survival over thousands of years is empiric proof of a response to a basic human need. Certainly in the American culture one of our cherished beliefs is that superior efforts or achievement merit extra recognition or reward.

There is a growing viewpoint among behavioral scientists that the factors of motivation are related to the nature of the work. Motivation is stronger when the work can be made meaningful—when it is interesting—when it provides challenge and responsibility—when it offers opportunity for pride in achievement, for growth, for distinction, and for recognition. For the employee who has little opportunity for challenging work and perhaps less opportunity for growth, the need to be recognized for superior efforts is very important. Even scientists, managers, and others who find great satisfaction and reward in their work desire recognition and acclaim for achievements that are substantially beyond that expected of them.

LIVE FOR RECOGNITION

President Nixon expressed this thought when he stated, "What they live for is not only what they create, but they also live for recognition from those who may be the senior officials, of the fact that they are appreciated, that they are making a contribution that is meaningful."

The awards program in Government is an expression of public policy to recognize those employees who achieve more than their jobs require, who dedicate extra thinking to making improvements, and who in doing so demonstrate an exemplary commitment to the goals of management and the goals of their agencies.

The new improvements to the incentive awards program strengthen its orientation to awards for increased economy, efficiency, and effectiveness—providing both an opportunity and a responsibility for managers to use the entire range of recognition and rewards as an effective integral part of management and supervision.

#

WIDE, WIDE WORLD OF JOBS

PICTURED ON THIS PAGE are students from Taft Junior High School in Washington, D.C., on a tour of Civil Service Commission offices. It's all part of a 2-hour program conducted by J. Douglas Hoff, Director of CSC's International Visitor Office, and designed to show off the wide, wide world of jobs. Some groups come to the Commission through the Widening Horizons program sponsored by the Urban Service Corps of the D.C. Public School System, others because they've heard about what's going on and want to take part. While the youngsters are at the Commission, they get a briefing on the Federal service; visit the Job Information Center; take a demonstration civil service test, with letters presented to the three top scorers by a top-ranking CSC official; see a film about Government work; and tour various offices.

In the top photo, all eyes are on a Bureau of Personnel Investigations official as he explains the how and why of investigations work to the Taft students in a room housing thousands of investigative file cards in rotating file cabinets. The printing shop is a popular stop on the tour, and here (*below left*) a printing and reproduction plant helper tackles the double-barreled job of operating a collating machine and answering questions from the group. Below right, the students crowd around a tape librarian in the Data Processing Center to hear about the workings of a tabulating machine.

#

LABOR-MANAGEMENT RELATIONS

VOLUNTARY UNION DUES ALLOTMENTS

Almost one-third of all Federal employees have voluntarily made allotments to pay union dues by periodic withholdings from their paychecks. This is one of the principal findings in a recently completed study made by the Civil Service Commission of union dues withholdings in the Federal service. The study, covering calendar year 1968, is the first of its kind since the dues withholding program went into effect on January 1, 1964.

The study consolidates information furnished by 37 Federal agencies on the 1,762 dues withholding agreements in effect in January 1968 with 76 separate employee organizations. At that time, 811,366 employees were paying dues through payroll deductions based upon their individual written authorizations. These dues deductions projected to an annual amount totaled $23,267,634. Of all Federal employees on dues withholding 449,000 are in the Post Office and 363,000 are in all other agencies.

Civil Service Commission regulations authorize agencies to enter into agreements for voluntary dues withholding with employee organizations eligible for formal or exclusive recognition under Executive Order 10988. Under the allotment program, the unions are required to pay the cost of withholding dues and making remittances to the unions. This has been set by the Civil Service Commission at 2 cents for each deduction from an employee's wages. The amount of fees to be paid by the unions for collecting these dues in 1968 is projected to be about $300,000.

The following tables highlight some of the information obtained in the study. Union membership figures given refer only to memberships paid through dues withholding. Many employees pay their dues direct to the union.

AGENCIES WITH OVER 25,000 EMPLOYEES ON PAYROLL WITHHOLDING AND PROJECTED ANNUAL DUES

Agency	*Employees*	*Dues*
Post Office	449,000	$12,096,000
Army	77,000	2,232,000
Navy	75,000	2,883,000
Air Force	60,000	1,820,000
Veterans Administration	49,000	1,301,000

ORGANIZATIONS WITH OVER 25,000 EMPLOYEE-MEMBERS ON PAYROLL WITHHOLDING AND PROJECTED ANNUAL DUES

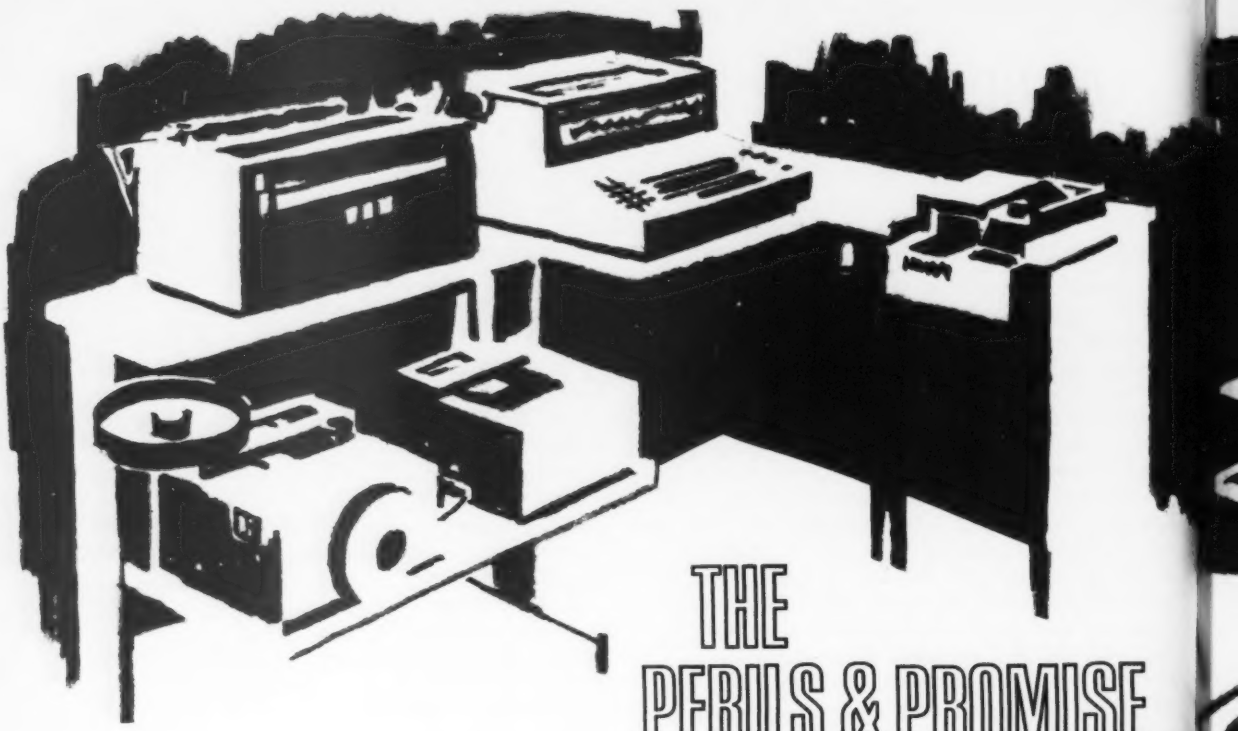
Organization	*Members*	*Dues*
American Federation of Government Employees	218,000	$6,245,000
National Association of Letter Carriers	157,000	4,540,000
United Federation of Postal Clerks	125,000	3,668,000
National Postal Union	58,000	1,341,000
National Federation of Federal Employees	32,000	611,000
National Association of Postal Supervisors	28,000	752,000
National Association of Government Employees	28,000	836,000
National Alliance of Postal and Federal Employees	25,000	653,000

The American Federation of Government Employees had the largest number of employees on withholding in 28 agencies. The National Association of Letter Carriers had the largest number in the Post Office, and the National Federation of Federal Employees in Interior and Selective Service. The National Association of Government Employees had the largest number in Transportation, the National Association of Internal Revenue Employees in Treasury, and the National Maritime Union of America in the Panama Canal.

Unions affiliated with AFL–CIO had 588,000 members on dues withholding, with projected dues withheld in 1968 of $18,108,000. Independent organizations had 223,000 members on dues withholding, with projected dues withheld in 1968 of $5,159,000.

All Federal employees are completely free to join or to refrain from joining unions. Management may not influence an employee's decision on this matter in any way. There is no closed or union shop in the Federal service. The dues withholding program, which provides unions with stability of membership, is completely voluntary on the part of each employee.

—W. V. Gill
Director, Office of Labor-Management Relations



THE PERILS & PROMISE OF THE FUTURE

PROJECTION: 1970-75

Reprinted in part with permission from NEWS FRONT, Management's News Magazine (Jan. '69 issue)

YESTERDAY'S long-range guesses are today's short-range forecasts. To be specific, the management innovations that two years ago looked like good bets for the year 2000 (*News Front's* "Image of the Future" issue, January, 1967) are now almost upon us.

Recently, for instance, Honeywell, Inc. announced that its new portable computer terminal would be ready for delivery starting late this year. Salesmen and other businessmen away from the office will be able to contact the central computer by popping into a phone booth, since the terminal will work with any telephone by just cradling the handset on the compact 16-key device.

And the much-discussed Picturephone will be a routine matter in some cities by the early '70s, says AT&T. Businessmen have already used these devices for both information retrieval and face-to-face conversations—and even as desk calculators.

The gadgetry, then, is already raining down out of those blue-sky predictions.

The increasing number of decisions will result in "multiple executives"

Accelerating just as rapidly are changes in managerial techniques that are, perhaps, the real key to management life in the '70s. A partial list of strong likelihoods would include:

- Revamping of top management structure;
- More "internal consultants" within companies;
- Even more mobility among managers;
- Less of a manager shortage than many experts have predicted;
- Increasing interchange of managers between the public and private sectors;
- Continued blending of work and leisure so that it becomes difficult to distinguish one from the other.

"Most changes in management in the next few years will be efforts to cope with the increasing number of decisions that must be made," says Joseph T. Fucigna, senior vice president of the "think tank" consulting firm of Dunlap and Associates, Inc. "Rapid changes in products, increasing size of organizations, the general explosion of information, more involvement in social problems—all these things contribute to what might be called information indigestion.

"It's already too difficult for any one man to keep up with it all, even though managers are becoming more technically oriented. That's why I think we'll see the day of multiple chief executives sooner than most people have predicted.

"There may be one executive in charge of operations, another of planning and so on. To get in a word for my own field, I would suppose that many companies will see the need for a behavioral scientist among those at the top level, to see that the basic design of the company meets human needs."

Parenthetically, it might be noted that as far back as 1965, Union Carbide set up a four-man "president's office." General Motors, General Electric and Borden's are among the companies that have experimented with various forms of committee rule, and of course the concept of *primus inter pares*—a man who is first among equals—has long been used in European companies.

Continues Fucigna: "Another probable trend will be the formation of consulting organizations *within* companies. We've seen several instances of this, and the consulting groups get into a variety of subjects. Companies will stop going to outside consultants for every little thing."

What role will computers play in management as we enter the 1970's?

Changes like these will probably be much in evidence as the decade begins, and before too many years there could be even more dramatic structural changes. Indeed, Theodore B. Dolmatch, president of the Pitman Publishing Corp., has speculated that the corporation itself may be judged as not "the ideal or appropriate productive unit" for new industry. He adds that automation will tend to strengthen top management but greatly weaken middle management.

The question of what computers will do to middle-management has been widely discussed, of course, and the argument seems destined to continue as the changes occur, whatever they may be. What actually happens to "middle managers" will be as widely various as the jobs themselves. The power of the man in charge of the EDP department, for instance, keeps increasing, and so does that of many marketing and sales managers. Other departments seem to be waning.

Robert E. Levinson, executive vice president of Steelcraft Manufacturing Co., speculates: "As the sophistications, ability and scope of computers increase, the decision-making responsibility of many managers will *decrease*. Such questions as whether or not to purchase a new piece of machinery, whether to diversify, or whether to make a particular investment will be better decided by computers than by management. And certain entire managerial areas will be computerized, such as record-keeping and inventory control."

With more and more financial decisions being made with the aid of "econometric" models, and with other mathematical models being built to simulate entire regions and even entire national economies, there appears to be no limit to the managerial assistance that can be provided by the computer. Although in the next few years there is little or no likelihood that such models will be anything more than another source of information to be compared with existing sources, the fact remains that managers can increasingly test their moves before

making them by asking the computer, "What would happen if . . .?"

Managers more concerned with traditionally un-managerial jobs

At any rate, Levinson foresees that managers will become more concerned with traditionally un-managerial activities, including public relations: "Increasing importance will be given to the way a man can talk, how he presents himself—in short, how well he presents his company's image.

"High level executives will also take back many of the functions currently left to personnel departments. They will be far more involved with selecting and hiring good people, and a primary responsibility of the chief executive will be to develop the potential of individuals in his company, and to make sure that people relate well to each other."

The popular view that business is running out of managers is not borne out by investigation, and discussions of the "hollow generation" now lack urgency. Although the number of men in the 35 to 44 age bracket is still slowly declining, it will begin to rise again in 1975. Meanwhile computerization is reducing the need for some types of managers and the development efforts of many companies are beginning to pay off.

Malcolm W. Pennington, vice president of Golightly and Co. International, looks for more use of women executives, the bringing up of younger men even faster than at present, and the holding of active men beyond usual retirement age. John L. Handy, president of Handy Associates, recently urged that companies use a "Retirement Review Council" of outside authorities including doctors to review all forthcoming retirements of senior management men in an effort to keep the most productive ones.

There will probably be some continued emphasis, also, on the bringing up to lower managerial ranks of people who lack the usual educational qualifications. Harry L. White, assistant vice president of Western Air Lines, Inc., says: "We undertook an inventory of human resources within our company and found quite a number of individuals who had been with the company for a good number of years, who had latent abilities and assets that we didn't know about. Quite a few have been promoted to managerial positions."

As for formal management training: "It will become increasingly complex and subtle," says John W. Hannon, executive vice president of Pittsburgh's Maynard Research Council. "It will focus on the total man, not just the corporate man, because the manager will look well beyond the walls of the company to help meet the demands of a changing world."

The executives of tomorrow will be "scholars, not technicians"

"Mind-stretching" studies in the humanities will continue to be popular summer activities of executives, but Fucigna believes that there may be less emphasis on "generalists," since no one man can be general enough to encompass all the decision needs of a great corporation. He speculates that training will be spaced throughout a man's career, and that it will change quickly.

"Executives, especially the younger ones, will be more and more interested in participating more broadly in improving the environment—an increasing sense of social responsibility," says Pennington. "So companies will have to provide these opportunities if they expect to attract concerned younger people to their ranks."

More and more, executives are coming to agree with John W. Macy, Jr., [former] chairman of the U.S. Civil Service Commission, who has predicted that the executives of tomorrow will be "scholars, not technicians" and will have to know the operation of government in order to function effectively in the private sector. He sees more businessmen coming to work for the government for temporary duty, often bringing a "systems approach" to economic development through cooperation of business and industry.

The new President, of course, has been quoted as favoring a computerized talent bank in which businessmen and others could be invited to Washington to handle the specific projects for which their talent equips them. As a matter of fact, the outgoing Administration started a computerized Executive Assignment System as early as 1967.

Robert Heilbroner, the economist, offers an interesting comment on how increasing business involvement in social problems might develop. It's his thesis that at present the liberal forces of big business are rather firmly allied with government on the side of social reform, but that *small business* continues to drag its feet.

Business is ultimately doomed to be replaced by a scientist-led society

"It sees itself beset by taxes and the pressures of government and misses its great opportunity (for enlightened self-interest)," says Heilbroner. "And when you ask why does Congress drag *its* heels, the answer is because it represents this point of view. The 10 or 12 million small businessmen, whose economic weight is just a feather on the scale, have an enormous political power. It is the attitudes of small business that permeate America today, just as the labor attitude did in the '30s."

Dr. Heilbroner believes that business is ultimately doomed to be replaced by a scientist-led society that is not based on the market-place, but during these next few years he believes, as many do, that the trend toward social responsibility will gradually work its way down to the ranks of smaller businessmen—to the general good.

What of the executive's style of life in the coming half-decade? Michael St. John, president of Michael John Associates, looks for a rapid increase in closed circuit TV and other audio visual presentations because

of less time for lengthy meetings. Both executives and salesmen will carry canned multimedia presentations. Managers will be able to better train their salesmen through the new technology. "It will be a standard practice for a salesman to telephone his company's central computer for a five-minute refresher course on his product or service," says St. John.

Paul Meyer, president of Success Motivation Institute, thinks that sales management will drop many of its incentive motivation programs and shift toward what Meyer calls "attitude motivation," which he describes as "a highly personalized approach which takes into account the whole man—even to his unspoken dreams and aspirations."

Men will not be motivated in groups, says Meyer, but individually, and "bright and creative young people who are dissatisfied with the wholly materialistic way of life" will be trained in such a way that they can see how to further their personal goals and the company's goals at the same time.

Experts reveal the truth about the wildly overrated "youth market"

Be that as it may, top management will become increasingly sales oriented, believes Levinson. "Sales will overshadow even the currently predominant area of finance, because finance, too, will become increasingly computerized."

Marketing strategy, incidentally, will take an interesting twist, becoming more and more slanted to mature consumers rather than the wildly overrated "youth market."

As the Research Institute of America, the National Industrial Conference Board, columnist Sylvia Porter and other counselors have repeatedly warned, businesses and political candidates who try to base their appeal solely on youth are making a serious error.

The kids don't have enough dollars. Households headed by a person under 25 account for only 4.7 percent of the nation's spending. This group will grow fast between now and 1975, but by that date it will still account for only 7 percent of spending, says the NICB. The entire 18 to 34 age group will account for just 29 percent of all spending in 1975.

Says the RIA: "There's a lot of plain bunk being repeated about the youth market and youth vote." Medium age in the U.S. is now *rising* due to falling birthrates and deathrates, and the "over 25" market is the fastest growing.

"The kids do set trends, as they always have, and then the older folks—with the cash at hand—either approve or disapprove and make or break the movement" concludes Miss Porter.

To return to the management life, executives will be exhibiting more and more of the qualities of what Handy calls "The International American," a man who can use "extraordinary tact and finesse" in developing foreign nationals to direct their local divisions of giant American companies.

This new breed of American businessman, "in direct contrast to his predecessor, the domineering American," will become increasingly valuable to U.S. companies. Demand for these executives was 35 percent greater in 1968 than in 1967, Handy estimates, and the demand will grow rapidly in the '70s.

Many of the best executives, however, will remain "mobicentric"—a label Professor Eugene E. Jennings of Michigan State uses to categorize the manager whose ambition leads him to frequent job changes. With turnover among executives up 500 percent since the Korean War, Jennings estimates that by 1970 virtually every corporation president in the U.S. will have changed jobs at least once. This job-hopping does not seem to injure company earnings and many leading corporations have accepted it as a way of life.

This, of course, promotes the idea of having executives occasionally take government or nonprofit jobs. In any case the old concept of company loyalty—to the scarcely disguised delight of executive search consultants—is dead.

Among the other trends in the executive life for the '70s: higher pay, but more in the "total compensation package" than in salary itself; and also longer hours.

Salaries for top corporation presidents are not going up but their total incomes are, and much of it is due to such new attempts at lock-ins as "restricted stock," which can't be sold by the executive for five years. Some companies are experimenting with more exotic compensation packages that include land, among other valuables.

"Work is fun. Business is fun." Is the hard-working executive a myth?

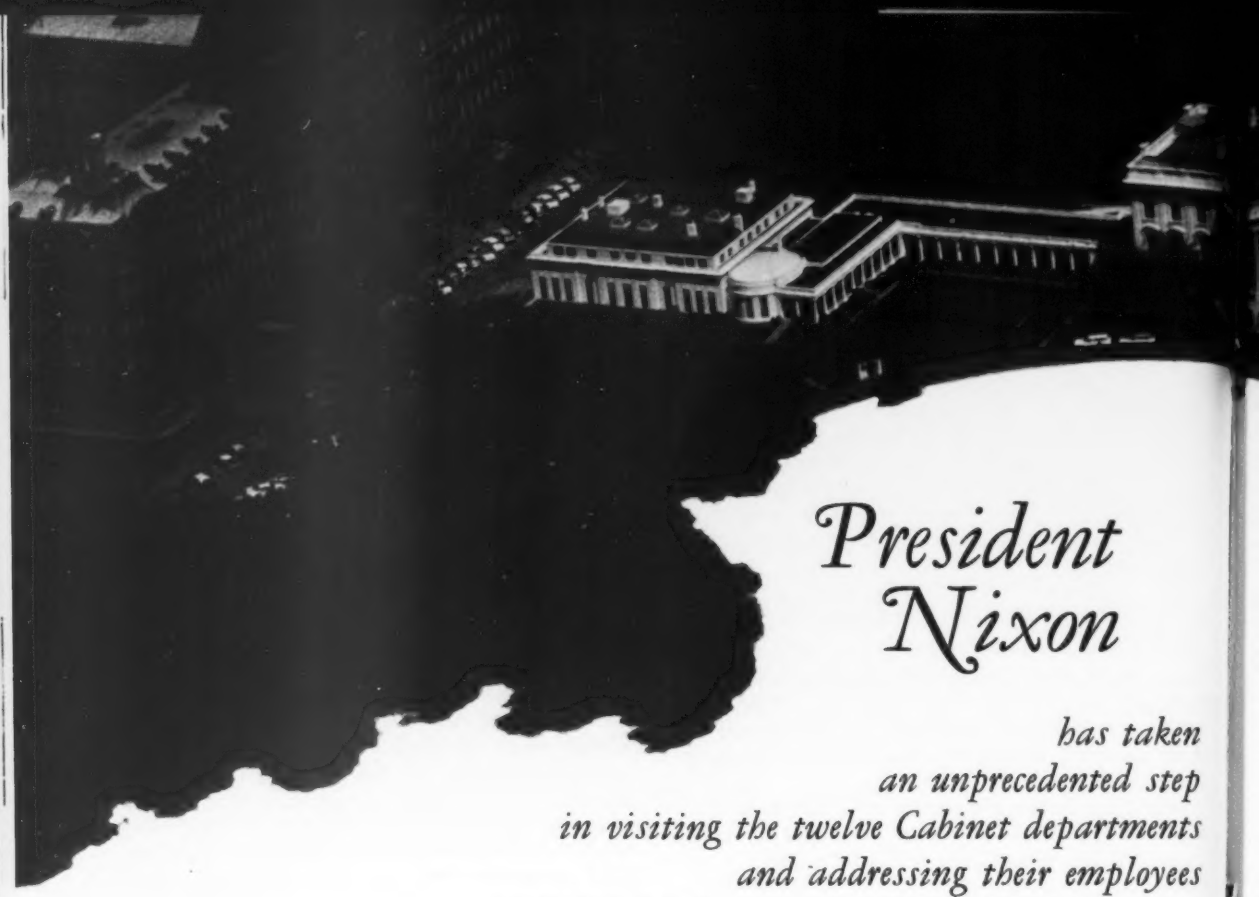
Hours of work continue to increase for managers as they decrease for hourly workers but this is not necessarily the result of the higher demands of the job.

"The hard-working executive isn't a myth," Fucigna says. "But I think we might be confusing cause and effect here. The interests of a good manager revolve around his business. This is his life. Take away some of it, even in an effort to make him healthier and happier, and you take away some of his life. He'll find a way to add to his workload in other ways.

"I see it so often in many corporations and I see it also in myself. Work is fun. Business is fun. And it's not incompatible with what is known as the good life. That's why many progressive managers are willing to take on civic and social responsibilities, too. It's another chance to get things done. You can't call managers like this 'work addicts' because they sincerely enjoy what they do. How this affects their wives, of course, is another matter."

Thus march America's executives into the new decade.

#



President Nixon

has taken an unprecedented step in visiting the twelve Cabinet departments and addressing their employees during the first month of his Administration

IN AGENCY AFTER AGENCY, the President showed a keen awareness of the career service and its role, indicating by his presence and remarks that he depends upon civil servants at all levels for support of his efforts to promote Government efficiency and productivity. He evidenced a strong sense of the importance of even the most routine tasks—on several occasions recalling the days before World War II when, as a young lawyer working for the Office of Price Administration, he prepared form letters and replied to correspondence on tire rationing.

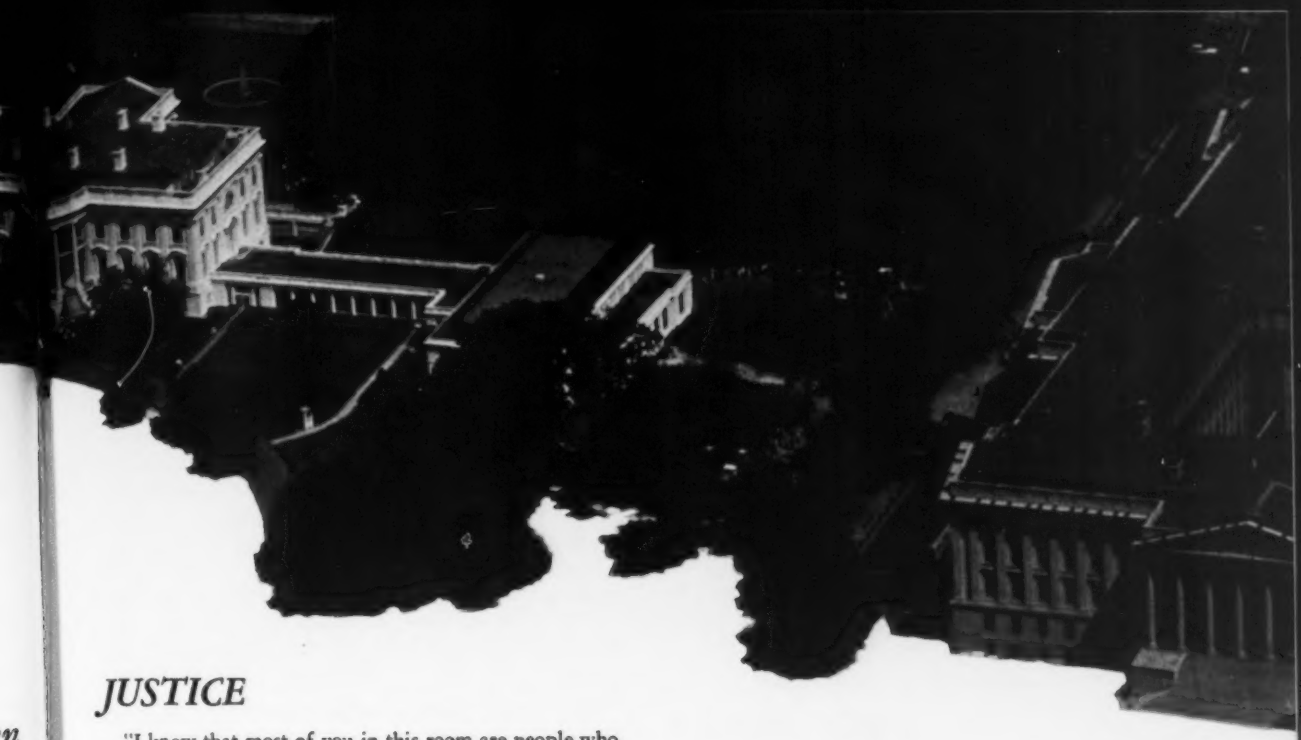
As he made the rounds, the President demonstrated that he cares about the Federal service and deems its contributions indispensable to the success of Government's total mission. By choosing to convey his message in person rather than in the form of a directive issued from the White House, the President had a morale-boosting effect that gave added meaning to his words of appreciation and his call for a new sense of purpose.

Following are excerpts from his remarks at each of the departments he visited:

STATE

"I think it is vitally important to the future of this country that the morale of that career service be kept at its highest level possible and that those who make the foreign policy of this country have the best possible advice that we can get from those who serve in the career service. . . .

"I recognize in the huge responsibilities we have around the world and all the cables that come pouring in here, that every idea that anybody has in the world cannot always come to the President of the United States or even to the Secretary of State. . . . But I do want to urge everyone here who has a responsibility for preparing any materials that come to my office, that I am interested in, and want to see, points of view that may differ from those that eventually become the policy of this country."



JUSTICE

"I know that most of you in this room are people who have dedicated your adult lives to the service of Government. I want all of you to know who are not political appointees, those of you who are in the career service, that I have great respect for those who have been in the career service. I know what a tremendous contribution you have made and what a tremendous contribution you are going to make. . . .

"It has become rather fashionable to run down the career servant; and sometimes, I must say, the career servant, like the political appointee, needs a little jacking up. And there will be some of that in this next Administration—I can assure you."

DEFENSE

"I want all of you to know that I trust that in my position I can provide the kind of leadership that will keep up your morale, but by the same token, we count on you to let every one of the 4 million people in the Armed Services of this country know that what each one of them does really counts. It really matters. Failing to do even the smallest job may affect the efficiency and the effectiveness of our overall defense policy. . . .

"You can have the most efficient organization possible, you can have all the money that you need, and you can still not have that spirit, that high, extra quotient that can only come from leadership which brings the highest morale and which gets it right down through the ranks, through all the civilians who dedicate their lives to public service, through all the military men who do that."

AGRICULTURE

"There is no department in this Government that will play a bigger role in seeing what kind of a nation this is going to be than the members of this department.

"You are referred to, as you know, as an 'old line department.' But I would remind you that when this department was set up by Abraham Lincoln or during his Administration, he said that it was 'The department of the people,' because it was more concerned with people than any other department of Government.

"That was undoubtedly true in the rural America of Lincoln's time. What I am saying to you today is this is still the department of the people because you are concerned with the problems of the people. And while it is an old line department, you have a new, fresh challenge.

"I am glad that you have here the new thinking, the new ideas, that this country needs in these fields."

HOUSING AND URBAN DEVELOPMENT

"One of the reasons I am paying these visits—I guess they are somewhat unprecedented visits right at the beginning of an Administration—to each of the major departments of Government is that I want you to know, first, of my interest in your work, and, second, of my interest in your leadership, and, third, I particularly

want those who are career civil servants, those that were not appointed by the new Administration, to know that I have an interest in what you are doing. . . .

"The success of a government, the success of any department, depends upon the competence, depends upon the dedication of the hundreds at the top and the thousands down in the ranks who are career people."

LABOR

"I recognize that right in this room the great majority are people who have given their lives to the career service in Government. It is rather fashionable to knock that career service, wherever it may be.

"But I have been in Government much of my adult life. And I know how many dedicated and very competent people there are. . . .

"We need you. We need all of the career people, particularly. We need your help. We need your dedication. We need your enthusiasm."

POST OFFICE

". . . when I consider the quality of people in the career service at the highest levels in this department, when I consider the thousands of people in the ranks across this country, I know that there is a sense of dedication and purpose with which, if only we give the right leadership at the top and the right backing at the top, we can deal with these problems and see that the American people have better postal service so that we can be proud of what we do here and can have that as an example to the world. We want nothing less than that as far as this postal service is concerned. . . .

"What I wish to make clear is that having spent perhaps most of my adult life in Government rather than in private enterprise, I am proud of my Government service. I am also aware of the fact that there are thousands of people in this department and millions across the Nation in Government service who can hold their own with anybody in the private sector. That is the way it should be and that is the way we want it to be in this Administration."

COMMERCE

"At the present time we are thinking not only of the traditional functions, the functions in the field of business here and our international trade, but we are thinking also in terms of the role that this department can play and the major problem that every American is concerned with, that of dealing with the crisis in our cities. . . .

"I want the members of this department to know that, in addition to all the other many traditional responsibilities, we are going to look for major leadership, major leadership in building bridges to human dignity and providing opportunity for people to move up and—if they have what it takes and if this is what they want—to become owners and managers in this great private enterprise system of ours."

TRANSPORTATION

"I realize that throughout this room the great majority are people who have given their lives to Government service. They are what are called the career civil servants of the Federal Government. I know that as far as the success of this department is concerned, it will depend upon the kind of leadership that you get from the Secretary, from the Assistant Secretaries, and from the Under Secretaries that have been appointed by this Administration.

"But I know that no matter how imaginative they are, how creative they are, how bold they are in their thinking, however many new ideas they get, they cannot succeed without the support, and the enthusiastic support, of the top career leaders. . . .

"Having said that to you, I know that you cannot succeed in carrying out this mission unless you have the support and also the enthusiastic dedication of thousands and tens of thousands of career people. . . ."

TREASURY

"Without leadership at the Treasury, nothing else is going to work. I know that. You know that.

"I think that is one of the reasons why there has always been a special spirit in the Treasury. I would say this whether this happened to be the Administration which I presently head or a previous Administration or the next one—a special spirit. . . .

"If we can just get the people in this Government—I am not referring just to the thousands in Treasury and in all of your departments, but in all the departments of Government, the millions working in the Federal Government—to get a sense of their own importance in a much larger cause, that they do matter, and that we do count on that, I think this can bring a new morale to those serving in Government, a new spirit, more productivity, of course, but more than that, a better life for all of them."

HEALTH EDUCATION & WELFARE

"I wanted to come here to express my own commitment to your mission. And I wanted to come here, too, to express my confidence in your leadership. . . .

"I realize that what we need here is that kind of creative, new thought that can only come from a clash of ideas, from discusssion, from experiment. . . .

"I know that many of you, in terms of financial income, perhaps could have done better had you moved into other fields. I know that you are here because you believe in what you are doing. We need that sense of belief and that sense of dedication. We need your help."

INTERIOR

". . . knowing your responsibilities, knowing what effect your decisions are going to have on the face of America in the years ahead, I don't know of any department that will have more of an effect on what kind of country we are going to have than the Department of Interior.

"I wish you well. And in wishing you well, I want to add one further point. I not only wish well those that I have brought to Washington as members of the new Administration team, but also those who serve in the career service, in civil service, those who are here through Administrations, those who sometimes are taken for granted, and those without whose support we will be unable to carry out the mission that we have."

STANDARDS and TESTS

NEW SUPERVISORY STANDARD

Last December the Commission approved a new qualification standard for the selection of supervisors at grades GS–15 and below in the General Schedule. It is the first mandatory, across-the-board supervisory qualification standard ever issued.

This standard has particular significance because of the critical importance of the positions it covers. It applies to an estimated 150,000 to 200,000 first, second, and higher level supervisory positions in over 400 occupations in the executive branch of Government. These supervisors and managers provide the leadership and guidance essential to accomplishing agency goals. Their capacity and skill as decision-makers and directors of the work of others have a far-reaching impact on the overall effectiveness and economy of Government operations.

Staffing these jobs with the best possible people is also important, even selfishly so, to the personnel community. Supervisors carry out the "real" functions of personnel management, and their effectiveness in this capacity determines the ultimate success of any personnel management program. In the last analysis, it's they who organize the work; determine manpower needs; and select, train, motivate, and utilize the work force.

Because these jobs are so important, the new standard requires that special care be taken in filling them. It requires some extra effort in analyzing supervisory job requirements and in conducting a careful search for and appraisal of candidates for supervisory positions.

The standard is a vital adjunct to the new Federal Merit Promotion Policy which goes into effect in July of this year. It provides for that "extra step" required by the new promotion policy in filling every supervisory job. It supports the merit promotion policy goal of insuring fair and equal consideration of all candidates in filling supervisory vacancies. It reinforces the policy that any person selected as a supervisor must receive supervisory training before or shortly after his selection.

The focus of this qualification standard is on the essential qualities common to supervisory positions. However, it also recognizes how managerial responsibilities are interlaced through the various levels of supervision, and how the need for particular knowledges and abilities varies from one supervisory job to another. The standard is flexible to provide for these diversities. The flexibilities are designed to permit the optimum match of candidate qualifications with specific job requirements.

Minimum qualification requirements for supervisory positions are discussed in the standard in terms of supervisory or managerial abilities, personal attributes, and technical requirements.

The supervisory abilities listed in the standard represent the common requirements found at different levels of supervision. All the required abilities, however, are not meant to be applied in a hard and fast fashion to every position. The particular combination of abilities looked for should be those actually needed for success in the job being filled.

The standard helps agencies in identifying what the requirements of individual supervisory positions are. It

pinpoints the knowledges, abilities, and skills vital to success in terms of the kind of work operations supervised, the role and level of the position in the managerial structure, and the goals of higher management as these relate to the activities supervised.

Certain personal attributes are important to success no matter what the level of the supervisory assignment. These personal qualities must be demonstrated by all applicants. They are:

- Objectivity and fairness in judging people on their ability and in judging situations on the facts and circumstances;
- Capacity to adjust to change, work pressures, or difficult situations;
- Willingness to consider new ideas or divergent points of view;
- Ability to "see the job through."

The standard recognizes that some technical and program knowledge is needed for most supervisory jobs. However, it stresses that technical knowledge should not be overemphasized at the expense of supervisory or managerial abilities. These are typically the key considerations.

The standard also calls for recognition of supervisory potential as well as past supervisory experience. It does not require actual experience as a supervisor for selection to any management level. A number of examples are provided of nonsupervisory work assignments in which the abilities and personal attributes important to effective supervision may have been demonstrated.

Additional guidance is provided to personnel and program managers in the use of a variety of techniques for evaluating candidates. A particularly interesting technique among those recommended is a "Qualifications Analysis and Assessment of Potential" Form. This suggested form provides a systematic method for identifying specifically the supervisory abilities needed in the position, and for indicating the degree of importance these have for the particular job. Judgments about a candidate's potential for success in the job can then be recorded by rating him on each element.

The final grouping or ranking of candidates and the selection of persons to fill supervisory positions must be based on careful consideration of the total requirements of the job in relation to the strengths and weaknesses offered by the candidates. The ultimate aim is the best possible match between candidate and job in terms of quality. In the last analysis this is not a result of method or mechanics; it is a matter of considered and informed judgment about supervisory potential.

This is the whole thrust of the new standard—to improve the quality of supervision in Government by aiding managers in making better judgments about these key jobs and the people who fill them.

—Joseph DeLoy

"I'm sorry I said what I did. Why, if it weren't for dedicated public servants like you, our government would be in real trouble."

Drawing by Stevenson; © 1969
The New Yorker Magazine, Inc.

RECRUITERS ROUNDUP

Each year the Federal Government hires some 25,000 people in entry-level positions that require college graduation or its equivalent. Most are college graduates and most are under 30 years of age. Each of these young professionals hired represents a significant investment by the employer—an investment in the future. Future professionals, top managers, specialists, and administrators will be drawn from among these thousands of young people. However, some of them will leave before they achieve this level.

A recent survey of 148 companies by Frank S. Endicott revealed that 12 percent of newly hired college graduates leave their jobs in the first year; another 14 percent in the second. After 3 years, only 65 percent are still employed. A study of Government's management interns reflects better retention but, even so, after 5 years 68 percent remain and after 10 years, 65 percent.

The first few years of employment are the most critical. How the young graduate is treated during his first, second, and third years of employment can very well influence his attitudes, ambitions, aspirations, and job satisfaction throughout his career.

WHY THEY LEAVE

They leave for a myriad of reasons. And maybe the most common of all is simply that the job did not measure up to expectations. The most frequent complaints of career trainees include:

- The duties of the job do not require a college degree.
- The work is not challenging.
- Supervisors, though technically competent, are not prepared for the trainee.
- Communication channels with top management are inadequate.

WHAT THEY WANT

The trainee is only asking for good personnel management.

First, he is asking for good placement practices. Frequently, he is entering his first career work experience and his chosen career field may not be as he imagined. The career trainee program should include placement follow-up procedures and it should be flexible enough to permit changes when the trainee is unsuited for the position or is dissatisfied.

Second, he wants to do something worth doing, something worthy of his talents, skills, abilities, and education. He wants to contribute to the organization and he wants to grow in his job. Management wants the same. Target jobs must be re-evaluated systematically to insure that they do require a college degree, or equivalent, and that they do, in fact, offer an opportunity for continued growth.

Third, he wants to go to work. Usually, he has sat in a classroom for 16 or 17 years preparing for the day when he enters his first career position and then he wants to work. The career trainee recognizes that there are specific knowledges and skills that he must learn before he can perform all of the duties of his new position but, at the same time, his years of schooling have prepared him to do some things besides reading manuals or attending more classes or sitting at a desk until the supervisor can find a use for him.

Some initial career trainee jobs may be so specialized as to require intensive initial training. In most initial assignments, however, the supervisor with a little preplanning can find substantive work assignments that will demand production from the trainee while he is learning.

Fourth, the young graduate has ideas and he wants to express them. He does not expect them to be adopted in their entirety but he does expect them to be heard and he would like to know "why not." His attitude in this respect is little different from that of any other employee. However, more senior employees have usually learned to express themselves through the system in one way or another. The career trainee, on the other hand, has yet to learn the system and command an audience. Thus, some special effort should be provided to insure that his ideas are communicated to management.

Career trainees want only what other employees want. There are differences but not in their basic desires. Rather, the differences center around their inexperience and their newness to the organization. They must be shown promptly that they are needed and that their ideas and talents are valued.

—Donald E. Acree
Manpower Sources Division

OPERATION "MUST"
PAYS OFF
AT ARS

Agricultural reseachers discover new employee talents 'on the job'

By MARCELLA MEMOLO
Agricultural Research Service

Mrs. Jacqueline Hall feeds methanol into a vacuum evaporator to identify different pigments in cherries. She is a laboratory helper in the Human Nutrition Research Division, Food Quality and Use Laboratory, Beltsville, Md.

A GOVERNMENT-WIDE effort to improve the efficiency of the work force has paid off big for the Department of Agriculture's Agricultural Research Service and its employees.

Operation MUST—Maximum Utilization of Skills and Training—is the program, and effective balanced staffing, developing employees to upgrade their skills, and making maximum use of these skills are the program's goals.

Today's labor market has posed complex management problems. An acute shortage of skilled workers, coupled with a hiring cutback, have plagued ARS as well as most Government agencies for several years.

MUST helps answer these problems. The foundation of the program is job restructuring to separate nonprofessional tasks from professional jobs and enable these scarce-skill employees to concentrate on professional work. Nonprofessional tasks are then combined to create new assistant jobs at lower grades.

Thus, management makes optimum use of professional workers, while as a by-product the lesser skilled are employed to do routine tasks. Internal sources of recruitment provide an efficient and economic labor market of lesser skilled workers.

Some of the restructured jobs require very little training or experience; others are medium-skill jobs, such as technicians. The new jobs are within the capabilities of many people who, with appropriate on-the-job training and self-development, can advance in satisfying careers.

ARS is a large and diversified research agency in the Department of Agriculture. It employs nearly 16,000 persons nationwide, some in every State. About one-third of them occupy professional, scientific, and technical positions in a wide variety of disciplines including engineering, biological and physical sciences. Approximately 4,000 employees are located in the Washington, D.C., area alone.

Let's meet some of the ARS personnel who have provided better, more economical staffing for ARS because of the MUST program.

Jacqueline Hall was a laboratory helper who washed dishes in the Human Nutrition Research Division of ARS. An operator was needed for the less complex work concerned with food quality testing machines so the scientists could devote more time to professional work in the Food for Peace Program.

Mrs. Hall was given on-the-job training and proved to be very quick and dexterous. She learned how to operate various machines in the laboratory. The laboratory benefited by having scientists free for purely scientific work, while Mrs. Hall gained new skills and knowledge, which qualified her for a promotion.

On-the-job training has also been responsible for the advancement of William E. McDuffie, a laboratory animal caretaker in the Pesticides Regulation Division of ARS. Mr. McDuffie was hired as an animal caretaker in April 1965 after non-Federal work as a sorter, stock clerk, and truck driver. His supervisors quickly noticed he learned his tasks rapidly, adapted to new situations willingly, and showed eagerness to improve. On-the-job training from his supervisors was only part of his development.

Chemist Patrick Crowe (*right*) and research chemist Alonza Hayden (*center*) use a gas chromatograph to test a meat sample. The chemists were freed for purely professional work when the Market Quality Research Division began hiring University of Maryland students such as Douglas Eilers (*left*) as part-time assistants.

Mr. McDuffie has taken several courses at the USDA Graduate School to add to his experience and on-the-job training. At present, his supervisors are teaching him general laboratory procedures dealing with the testing of pesticide chemicals by treating animals and then observing them for toxic reactions. Eventually, he hopes to "learn" his way to a technician job.

On the supervisory end of the scale, Patrick F. Crowe and Alonza Hayden, both GS–11 chemists in the Market Quality Research Division, attribute their promotions to the MUST program. Both men were unable to do their research effectively because they lacked laboratory assistants.

The Division began hiring part-time physical and biological science students from the University of Maryland. The students were quick to learn and grateful for the extra income and experience. Messrs. Crowe and Hayden, however, were the big benefiters, as was the laboratory in which they work. The routine tasks were handled by the students, while the scientists were able to do full-time professional work.

Robert L. Marshall, a laboratory worker WB–5 in the Pesticides Regulation Division of ARS, is another person who freed professionals for higher-level work. Mr. Marshall was unable to meet Civil Service Commission qualifications for a technical position because he lacked experience. His supervisors have trained him in more difficult tasks and he is currently taking a chemistry course at the USDA Graduate School. His job description has been amended to include his additional tasks and his supervisors intend to establish a technician job for Mr. Marshall.

Under the MUST program, as well as in other situations, the Civil Service Commission will authorize a training plan for an employee who cannot meet qualification standards for a position but who shows ability for that kind of work.

Carroll E. Swartz was a livestock research helper WB–4 with the Dairy Herd Improvement Investigations unit when he took a computer processing aptitude test. His supervisors learned of the high score Mr. Swartz made, and wanted to try him as a computer aid even though he lacked experience. They requested and got approval from the Civil Service Commission for a training plan.

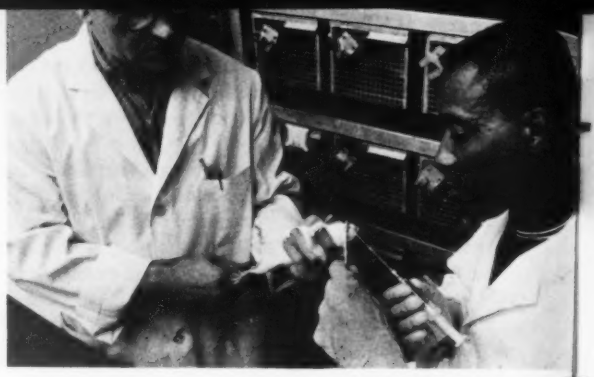
Mr. Swartz has since completed a computer course at the USDA Graduate School and a formal training plan has been outlined to assure his continued growth. He continually receives on-the-job training by his supervisors.

"I am grateful for the opportunity to transfer from a livestock research helper position to a computer position," Mr. Swartz said about his recent assignment. "The new position gives me a much greater opportunity to advance in salary and responsibility. Since the change, I have found greater satisfaction and a greater challenge in my work."

Meaningful use of the handicapped is a side benefit ARS officials gain from MUST. Jobs are redesigned to take advantage of special skills or abilities. The results have been rewarding for both management and the employee.

Genevieve Thomas holds a B.S. degree in mathematics and worked as a scientific aid for 8 years. Then she developed multiple sclerosis. After 17 years of unemployment, she found work with ARS, under project MUST, as a mathematics aid, GS–4. The position with the Human Nutrition Research Division was originally a higher grade, but the job was redesigned to fit Mrs. Thomas' qualifications because ARS needed her talents.

Mrs. Thomas' outlook on life has improved 100 percent since her reemployment and, as she says, she "now has a reason for living." She has full use of all fingers on one hand and the use of one finger on the other. She is confined to a wheelchair, and even though she is, as she put it, "quite rusty," she has performed well in her new job. She is currently enrolled in a mathematics course at the USDA Graduate School.



Trainee William E. McDuffie (*right*) and head technician H. O. Williamson test a young rat for toxicity. Both work at the Pharmacology Laboratory of the Pesticides Regulation Division, Beltsville, Md.

When John M. Warrick was hired as a laborer at the Southern laboratory, he had an employment record checkered with a variety of jobs, broken by periods of unemployment. Despite his lack of training, his diligence and careful execution of duties led to continuing employment with ARS.

When the opportunity for on-the-job training in the Cotton Mechanical Laboratory became available, Mr. Warrick was chosen. So successful was he in absorbing the instructions, and acquiring the necessary skills, that he has now qualified as a machinist's helper. He has justified the time and effort spent in training, while opening the door for advancement to a permanent position at a better rate of pay.

Charles Holliday has been almost totally deaf and mute since birth. Nevertheless, he overcame his handicap and worked as a printer-pressman for a Peoria, Ill., printing company for 33 years. In 1966, the company went out of business and Mr. Holliday lost his job. He was doubly handicapped because he was 57 and lacked training in the modern, high-powered printing equipment.

His problem came to the attention of ARS' Northern Utilization Research and Development Division in Peoria, which was seeking a replacement for an employee in its photographic unit. The laboratory saw an opportunity to acquire a man with much more skill and experience in the general field than it had hoped to find. The job was redesigned, and Mr. Holliday was appointed as an office machine operator.

Mr. Holliday is an exceptionally eager and able worker. He recently received a quality within-grade increase based on the consistently high quality of his work and the rapidity with which he learned the duties.

Mary Carrol started working at the Northern laboratory

as an office machine operator, GS–2, on a temporary appointment. She later took and passed the required examination for a career appointment. Her work involves duplication of many materials, including manuscripts, tables, forms, and cards. Through careful scheduling of jobs, she has given prompt, efficient service. Duplicating records show significant increases in production over the year before she came. In addition, Mrs. Carrol has trained two other employees for standby operation of the machine.

The Northern laboratory considers Mrs. Carrol an excellent example of the results which can be achieved by putting an employee in a position which makes maximum use of his skills, and then upgrading those skills.

The Plum Island Animal Disease Laboratory, Plum Island, N.Y., is the Nation's only research center that studies rare and contagious foreign animal diseases. Should any foreign animal disease gain entry into this country, Plum Island research would aid in its control and eradication. Scientists at Plum Island also supply scientific information to foreign countries, thus decreasing hazards to the United States.

This facility has unusual management problems due to its location and a limited supply of trained technicians. Plum Island lies off the tip of Long Island, 70 miles from any major populated area. Trained technicians are almost nonexistent.

More than 10 years ago, the Plum Island facility began its own training program, very similar to MUST, to provide the technicians needed there. Laborers, animal caretakers, and janitors at the installation were encouraged to take a training course to qualify them for technician jobs. The program consists of more than 50 carefully planned courses which are successfully completed as a developing technician progresses. Those who complete this program have a comprehensive course of study involving on-the-job training and formal instruction by laboratory staff.

Approximately 60 workers have enrolled in the course since its inception—47 of them still work at Plum Island. The average salary of these technicians and biological aids was $3,601 per year when they started working at Plum Island. Their current average salary is $6,972 per year. ARS, of course, has gained too, because trained technicians are now available to study and detect rare diseases.

Marjory E. Hiddink had no special skills when she was originally hired as a medical biology technician, GS–2, at Plum Island. She enrolled in the training program shortly after, and has now progressed to GS–5. In addition, she has taken several courses at Suffolk County Community College, Riverhead, N.Y., to add further to her training and experience.

Miss Hiddink was a member of a group that received an award for meritorious work in diagnosing, confirming, and pursuing research on duck plague.

William J. Doroski was also without specialized skills when he was hired as an animal caretaker, WB–4, at Plum Island in 1956. The next year, he enrolled in the training program and completed it within 2 years. In the intervening years, he has steadily advanced to biological laboratory technician, GS–9.

The Eastern Utilization Research and Development Division of ARS, at Philadelphia, Pa., has made a concerted effort in applying MUST to resolve some of its problems in the present scarce labor market situation.

Ernest Chapman, a messenger in the Milk Properties Laboratory there, lost his State driver's license through an unfortunate series of events. Because he had many qualities desirable in an employee and ARS needed his talents, a review of positions at EU was made, and he was reassigned as a physical science aid, GS–1. Mr. Chapman has since been promoted and can progress further in this career area.

Trades and crafts positions are undoubtedly the most difficult to recruit for at the Eastern laboratory in a tight labor market. When the foreman and an electrician at Plant Management retired, this laboratory was hard put to find replacements. A review of lower grade personnel showed that Wayman Grose had enough electrical experience to qualify as an electrician helper. He was promoted from a laborer position and is currently working with a journeyman in a two-man team operation. With sufficient time and on-the-job training, Mr. Grose can look forward to further advancement.

ARS personnel at the Federal Center Building, Hyattsville, Md., were troubled by a lack of fully qualified clerk-typists. Girls coming out of high school may qualify for GS–2 and 3 positions, but the minimum typing speed of 40 words per minute is frequently not fast enough for production typing needs there.

Because ARS has no facilities for this type of on-the-job training, it contracted with a local business school to give these girls a typing refresher course. The school designed a special 30-hour course geared to ARS needs. Neat typing quality, not speed, was stressed.

Ordinarily, an ARS employee must work a year for ARS before the agency will finance non-government training, but F. R. Mangham, Deputy Administrator for Administrative Management, waived this requirement for these girls.

In all, 23 girls took this special typing course in 1967. The result? Eighteen are still with ARS, 16 have been promoted, and one was recently awarded a quality increase after promotion. This is an excellent example of what supplemental training can do.

Operation MUST was conceived and designed to make the best use of employee skills with maximum service at the lowest cost to the taxpayer. No potential should be untapped and no talent wasted in the quest for quality. Involvement, initiative, and innovation are the tools ARS has used to tap this potential and talent.

ARS officials feel the agency has moved forward with utilization and training surveys, counseling programs, and job restructuring. The basic steps took time to develop, but today's results promise even more progress in the future.

LEGAL DECISIONS

LOYALTY AFFIDAVIT

The ever-lengthening shadow of unconstitutionality, which in the past few years has fallen on the loyalty oaths prescribed for State employees (Arizona, New York, Maryland, Washington, Kansas, Colorado, New Jersey, Texas), drew closer to the loyalty affidavit prescribed for Federal and District of Columbia employees. The United States District Court for the District of Columbia, in a decision by a special three-judge court (which is convened to hear cases involving constitutional questions) recently ruled that professors at the D.C. Federal City College did not have to execute the loyalty affidavit. *Haskett* v. *Washington,* December 4, 1968. The court held that the affidavit suffered from "impermissible overbreadth—as covering passive and inert members of an organization as well as leaders and active members, and as covering members indifferent or even opposed to this objective of the organization as well as those specifically intending its furtherance."

The court emphasized that its decision was restricted—"We decide only the litigation before us, and rule only on the statute as applied to these college instructors." However, the affidavit has subsequently been challenged by complaints filed in the District of Columbia court by an employee of the District named *Stewart,* and in the Federal district court in Boston by a Federal employee named *Hartman.* More about these cases in our next issue.

NO-STRIKE AFFIDAVIT

The same sections of the United States Code that prohibit employment of a person who is a member of an organization that he knows advocates the overthrow of our constitutional form of government and require an affidavit to that effect (5 U.S.C. 7311, 3333) also prohibit employment of a person who participates in a strike against the Government or asserts the right to strike and require an affidavit to that effect. In view of the activity in the courts in the loyalty affidavit area, referred to above, a recent decision by the Supreme Court of New York, County of New York, in the no-strike affidavit area is interesting.

The case is *Rogoff* v. *Anderson,* decided in November 1968. Rogoff is president of a local of the American Federation of State, County and Municipal Employees which was refused certification as the bargaining representative of a group of employees because plaintiff refused to file the affidavit required by a provision of the Civil Service Law of New York State and the Rules of the Office of Collective Bargaining of the City of New York. A brief quotation from the court's opinion shows the possible basis for attack on the Federal no-strike affidavit:

"The controversy arises out of the requirement of said statute and rule that, before a union may obtain a collective bargaining certificate, or be recognized as a collective bargaining agent, it file an affirmation that it does not *assert* the right of public employees to strike. Plaintiff does not argue that the prohibition against strikes by public employees contained in the statute is improper. Rather, it urges that the requirement of an affirmation is unconstitutional for it purports to preclude the union from arguing that public employees have, or should have, such right. In so far as the statute and rule affect and inhibit the right to *lawfully* advocate change (cf. Hosack v. Smiley, 276 F. Supp. 876), they are an improper restriction on the right of free speech (Elfbrandt v. Russell, 384 U.S. 11; Scales v. U.S., 367 U.S. 203; NAACP v. Alabama, 357 U.S. 449), and are unconstitutional."

ETHICAL CONDUCT

On January 24, 1969, the Court of Claims upheld the discharge of a Federal contact administrator for accepting a case of liquor from a government contractor whose contract he had the responsibility of administering, *Heffron* v. *United States.* Of interest is the court's elaboration on the basis for the standards of ethical conduct for Federal employees.

"In the days of Rameses I, we suppose, the one-way flow of gifts to those deputized to administer government affairs, from those obliged to do business with them, already was an ancient institution. Of course, the impartiality of the donees was in theory not impaired. That would be bribery, of which perish the thought. In many cultures the esteem and love of the citizen for the official was expected to be so large and dependable, it was relied on for the latter's subsistence, no salary or a nominal one only being provided. Sometimes incumbents even had to purchase their offices. That is, perhaps, the normal way to do things. Here in the United States we undertake to maintain an exception. The Congress appropriates funds to provide what it deems adequate salaries, frequently adjusted, for those who execute its laws, and on the other hand, the effort is made to restrict the citizenry to expressing its good will towards them in tokens other than money and articles of value. It may well be anticipated, however, that the smallest leak in the dike will swiftly widen, and the old river of gratuities will again flow in the old way. Human nature will reassert itself. It may not be unreasonable, therefore, to believe that what is

required is a combination of emphatic warnings and drastic penalties. If at times, as here, this results in tragically wrecking an honorable career for an infraction apparently not of the gravest, this is part of the price that must be paid to maintain the respect and the self-respect of our Government. It is not the result of arbitrary whim or personal vindictiveness. If we judges think we know of some better way to handle this problem, we are not at liberty to impose it in the adjudication of cases."

UNION MEMBERSHIP NOT GOOD CAUSE FOR REMOVAL OF A PUBLIC EMPLOYEE

The headnote represents the views of the United States Court of Appeals, 8th Circuit, expressed in a decision of January 17, 1969, in the case of *American Federation of State, County and Municipal Employees* v. *Woodward.* An interesting feature of the case is that it was decided under section 1 of the 1871 Civil Rights Act, 42 U.S.C. § 1983. This section permits a person who has been deprived of any of his rights under the Constitution by another person acting under color of a State statute to sue the other person for damages and injunctive relief. The court held that dismissal of employees of North Platte, Nebr., because of other union membership, subjected them to unreasonable conditions of employment, because it limited them in the exercise of their First Amendment right of association.

The court found that there was no "paramount public interest of the State of Nebraska or the City of North Platte" that warranted the limitation of this right. Federal employees, who have relied on the Lloyd-LaFollette Act (now 5 U.S.C. 7101) and Executive Order No. 10988 of January 17, 1962, in the past, will now find they have a constitutionally protected right to join unions.

ADVERSE ACTIONS—CONSTITUTIONAL RIGHTS

The case of *Meehan* v. *Macy,* referred to in Vol. 9, No. 3 of the Journal, was argued before the United States Court of Appeals for the District of Columbia Circuit, *en banc,* on December 16, 1968. Hopefully we will have the decision before the next issue goes to press.

This is the case in which a panel of the court upheld the authority of the Canal Zone government to take disciplinary action against a policeman who circulated a poem lampooning the Governor's plan to add Panamanians to the police force, at a time when rioting in the Canal Zone had just recently been quelled. While recognizing that public employees have certain rights which they do not lose when they become employees of the Government, the panel recognized that, as employees, they also have certain responsibilities toward their employer which are not affected by the fact that the employer is the Government.

—John J. McCarthy

"Child is older than its parent" . . .

CUSTOMS MARKS 180th BIRTHDAY

Old in years, but young and vigorous and forward-looking in policy, programs, and outlook.

This is the United States Customs Service, which is marking its 180th birthday this year—not with a banquet and noisemakers, but by quietly sticking to its mammoth work schedule, the heaviest in the agency's history.

As a prime means of collecting revenue, Congress established the Customs Service in 1789—a month before it created the Department of the Treasury of which Customs is a part.

Down through its first 125 years, customs revenues enabled the new nation to develop the sinews of political and economic strength. Customs revenues paid for the Louisiana Purchase, the acquisition of the Territories of Florida, Alaska, and others. Customs revenues made it possible to balance the Federal budget in mid-19th century.

Today, Customs is one of the most profitable investments for the U.S. Government. It returns to the general fund $30 for each appropriated dollar it receives for operations. (Total collections in calendar year 1968: more than $3 billion; budget: $90 million.)

Customs performs an incredibly wide variety of duties imposed by an appreciative Congress: It clears more than 200 million (yes, 200 million) persons who enter the United States each year; it enforces the Neutrality Act for the Department of State, the prohibition on importation of gold for Foreign Assets Control, and many other statutes for other Federal departments (Agriculture, Food and Drug, etc.).

In the last 5 years, Customs has streamlined its organization. First, the bureau itself, and then a major reorganization of the field into nine regions and 42 districts. The politically appointed office of Collector of Customs was abolished, and the regions and districts headed by regional commissioners and district directors blanketed under civil service.

The challenge of handling the staggering volume of imports into the United States—$26.4 billion—and the increased tempo in transportation and containerization are being met by constant analysis, review and change of operating procedures, and use of automatic data processing.

With all this, Customs has not lost sight of the public—its customer. The award for "excellence in improving communications and services to the public" was presented to the bureau this past year by the Secretary of the Treasury.

performance rating revisited

A detached view of perplexing continuing problems is sometimes useful. Professor Mustafa's article gives a good overview of the performance evaluation subject and an appraisal of what has been done. It is perhaps even more generous to Federal personnel institutions than they deserve.

By HUSAIN MUSTAFA
Chairman, Graduate Studies in
Public Administration
Kent State University

OF ALL THE MAJOR pieces of personnel legislation enacted in recent years, the Performance Rating Act has received the least acceptance. Indeed in the form in which it finally passed, the Civil Service Commission had not recommended it. Experience with the Act indicates that its features which the Commission had sought to eliminate have resulted in a system which does not permit employee evaluation to be the useful device it has the potential to become.

Today, performance evaluation in the Federal Government continues to be one of the most difficult areas of personnel administration. Despite recent refinements, the procedure remains a painful one for everyone concerned and dissatisfaction with the system persists. The rating process has become a ritual observed only in deference to the law. Many supervisors view it as a meaningless bit of paperwork rather than as a useful tool of management. In 1960 a Commission spokesman testified before a Congressional committee that "performance ratings are not notably effective in improving the quality of employee performance on the job; they are not effective aids to deciding personnel actions on the basis of merit; and they are often dismissed by employees, supervisors, and management people as mere red tape."

RESTRICTIVE FEATURES

Much disenchantment with the Federal rating system is traceable to restrictive features of the Act and the meaningless requirements it imposes. There is the provision that each agency is free to develop one or more rating plans, best suited to its individual needs. However, all plans must contain a number of required features and be approved by the Civil Service Commission to ensure conformity to the law. These requirements entail undue uniformity that precludes innovative procedural adaptations to agency circumstances.

The law also requires adjective summary ratings, and provides for a minimum of three basic levels: "outstanding," "satisfactory," and "unsatisfactory." Moreover, all aspects of an employee's performance must be outstanding in order to receive an outstanding rating. The assignment of an unsatisfactory performance rating makes it necessary to move the employee out of the job in which the rating was assigned, and could result in a demotion or a proposal to remove him from the service under adverse action procedures. For this reason almost all employees are rated equally in the satisfactory category, making real differentiation among them impossible.

Also, a cumbersome appeals procedure is provided which permits a review before a statutory board chaired by a Commission representative. Consequently, supervisors try to escape accountability under the Act by avoiding situations which may entail the use of the appeal procedure.

LIVING WITH THE ACT

One can easily agree with the Commission's position that the artificial rating methods imposed on agencies often have little relation to the realities of everyday supervisor-employee relationships. The Commission has consistently sought changes that provide a greater degree of flexibility and agency discretion in developing evaluation systems. To this end, it proposed to Congress in 1960 a bill incorporating four recommendations:

(1) Abolishing adjective summary ratings that represent fixed rating levels,

(2) Untangling performance evaluation from adverse personnel actions,

(3) Abolishing statutory boards of review in favor of an impartial agency review, and

(4) Dropping advance Commission review of plans.

However, efforts to secure new legislation or rewrite parts of the Performance Rating Act have not been successful. This failure is due, in part, to the fact that Congress is unlikely to repeal the Act and create a legislative vacuum. At the same time, there is still a great need for research and experimentation in the area of performance evaluation before proposed changes could be defended confidently. Moreover, Congress views with suspicion, as do employee unions, measures which confer upon management increased authority and discretion.

In this context, it is not difficult to understand the shift in Commission strategy from an all-out effort in favor of repeal, to "living with the Act" and promoting increased flexibility within the existing legal framework. This position has been dictated in part by legislative defeats which indicate the futility of further confrontations with Congress until circumstances change.

More significant in forming this attitude, however, are several recent personnel developments which have enabled agencies to deal with employee performance effectively without being handicapped by the restrictive features of the Performance Rating Act. Since better tools are now available to supervisors, certain features of the Act are not being used. Agencies are more comfortable with its remaining features and do not feel a real need for new legislation.

FEATURES BYPASSED

There is a growing tendency on the part of Federal agencies to fall back on other Federal personnel legislation which has given management more effective tools for dealing with both superior and subnormal performance. Special achievement, for instance, is effectively identified under the Incentive Awards Act of 1954, and rewarded with certificates, medals, and cash payments. Thus the hard-to-achieve "outstanding" rating has lost much of its significance.

Several provisions of the Salary Reform Act of 1962 are superimposed upon the performance rating system with little indication of what relationship exists between the two, although the Civil Service Commission has issued guidelines to clarify this relationship. There is now the requirement that an employee's work be of an "acceptable level of competence" as a prerequisite to within-grade advancement. Additional step increases in recognition of "high quality performance" are also authorized by section 702 of the Salary Reform Act.

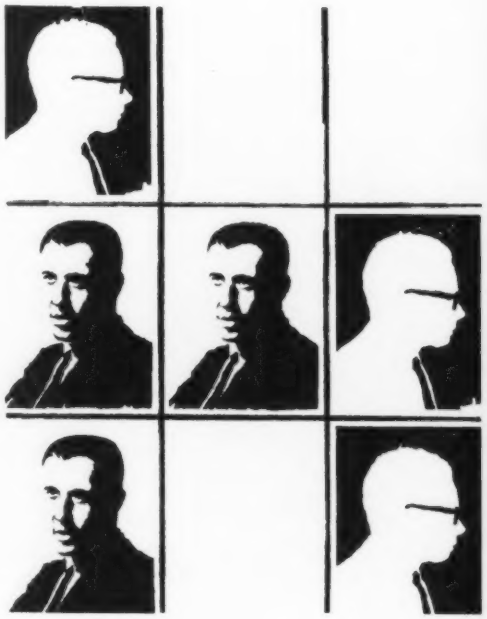
Whatever the definition of these terms, a new category has been added near each end of the performance continuum. As a result, supervisors today have the following categories available for rating employees: Outstanding, satisfactory, and unsatisfactory performance; sustained superior performance; and high-quality, acceptable, and nonacceptable levels of competence.

There is no question that this broadening of the performance scale permits clearer distinctions and has great merit in terms of motivation and reward. It has enabled agencies to reward unusually good performance of employees who have not been rated outstanding. It has made possible, also, withholding an increase if work is not of an acceptable level of competence, as a motivation for the employee to improve his performance rather than as a punitive measure. Nevertheless, piling three independent performance, appraisal, and reward systems on top of one another is confusing.

Additional features of the Act have been put on the shelf as a result of action by the Civil Service Commission. Agencies have been urged not to use the "unsatisfactory" rating as a way of discharging incompetent employees, since, as the courts have indicated, an "unsatisfactory" rating in itself is not a sufficient reason for discharge. Instead, they have been advised by the Commission to use the regular letter-of-charges procedure. In this way, not only has performance evaluation been untangled from adverse personnel action, but the relationship of the removal provisions of the Performance Rating Act to the removal procedure specified by the Lloyd-LaFollette and Veterans' Preference Acts has been clarified.

It is significant to note also that the Commission in 1960 supported a bill (H.R. 12042) which substituted the phrase "evaluation of the work performance of Government employees" for the term "performance rating." The distinction is that evaluations are judgments about employees' performance which may be expressed in a variety of ways. In contrast, a performance "rating" is a formal summary statement of employee effectiveness over a definite period of time. It is usually expressed in adjective or numerical form and cannot be made to reflect easily the rater's total opinion.

That bill failed to pass. However, Commission guidelines, in clarifying the relationship between performance appraisal and the Merit Promotion Program, made the same differentiation. Ratings look backward at the period being rated and relate primarily to the employee's present job. On the other hand, promotion evaluations are forward looking and attempt to predict future performance and potential for growth. They are not tied into the Performance Rating Act and are not considered ratings. The distinction is significant since the Performance Act clearly prohibits all performance ratings other than those required by it.



INCOMPATIBLE OBJECTIVES

These developments have nullified several restrictive features of the Act which either limit management's freedom or entail automatic consequences. In combination, they introduce considerable flexibility and permit supervisors to relate their actions to existing circumstances. One would assume, therefore, that both the Act's acceptability and effectiveness have consequently improved. However, its design as an overall appraisal tool, to serve multiple purposes which are not mutually compatible, does not serve management well nor satisfy employee needs.

Employee appraisal is most widely used as a basis for a variety of management decisions including setting pay, promotion, assignment, selection for training, and retention after probation or during reductions-in-force. It is also useful in employee development where the purpose could be either improving the ratee's performance of his

present duties or judging his capacity for greater responsibilities. A third, but contested, use is the presumed improvement in employee-supervisor relations which results from objective and frank discussions of performance.

Clearly, these objectives have differing requirements and no single mechanism, form, or method could provide all the information necessary to their attainment. The use of administrative decisions usually requires employee comparisons, especially among those rated by different supervisors, in order to establish the relative standing of individuals. Further, these comparisons cannot be made effectively unless common standards are used. In contrast, employee development relates to personal abilities and aptitudes. Valid judgments about employee potential for growth may be formed without comparing one employee with another or the use of standard data, method, or timing.

Finally, it is doubtful that any formal appraisal method could be of much value in improving employee-supervisor relations. It is most difficult to maintain harmonious relations following an adverse judgment of performance, particularly if it is made the basis of consequent action. This is especially true if the supervisor dwells on personal traits which are hard to change. The evidence indicates that discussions of performance appraisal are apt to produce a great deal of defensiveness on the part of the employee, as they automatically cast him in the role of a defendant and make his supervisor the judge. These conditions do not motivate the employee to improve his performance or to achieve better relations with his supervisor.

EXCHANGE OF EXPECTATIONS

It is assumed, of course, that an all-embracing appraisal system would provide a comprehensive basis for an overall judgment about an employee. This assumption, however, ignores the difficulty of obtaining all the relevant facts that impinge on a total evaluation and the great measure of subjectivity that necessarily becomes a part of it. If evaluators were to confine their attention to the observable and measurable aspects of the work situation, it would be possible then to obtain objective measures intimately related to performance.

This is not to imply that data related to the other objectives of performance rating are not vital to management. On the contrary, each category is used in a different manner and serves a particular purpose. The point is that standardized criteria of accomplishment cannot be expected to yield evaluative data useful for various purposes. Moreover, when several appraisal techniques are employed simultaneously, they usually interact adversely, canceling the potential positive effects of each other.

Awareness of these limitations is reshaping the Commission's attitude toward traditional employee rating and supervisor-worker discussions of performance. Its idea of an objective, effective appraisal is being influenced increasingly by research in motivation and human relations, and the growing attention being paid to problem-solving approaches, mutual goal setting, and employee self-rating.

Consequently, the emerging trend in performance evaluation is to "depersonalize" appraisal by freeing supervisors from the burden of evaluating employees as individuals. Instead of judging an employee's total impact on a work situation for a specified period, this approach forces attention to focus on the results of the worker's presence on a job and his success or failure in turning out one or more products. The evaluator's task would be to review products, processes, roles, and progress toward objectives.

This emphasis reflects a growing awareness that attempts to measure and evaluate character and personality traits are more difficult and less meaningful than efforts to measure aspects of job performance. Personality and character measures are often imbedded in extreme subjectivity, do not necessarily reflect results as measured by quantity and quality, and require a rare facility in oral and written expression necessary for conveying an honest and meaningful evaluation.

Future Commission action might very well take the form of encouraging agencies to make evaluations that serve only the first objective of performance, namely, as a basis for management decisions rather than employee development or improving employee-supervisor relations. This development would improve the effectiveness of the appraisal process, enhance its objectivity, but also entail a narrowing of its scope.

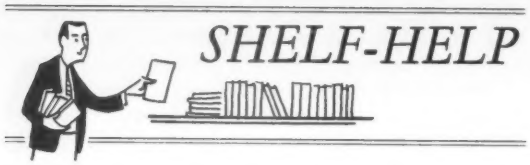
CONCLUSION

Improving employee efficiency has been a continuing objective of management in both government and industry. Within the Federal Government, Congress has made available a number of tools that aid in improving performance. These systems involve the provision of additional pay, awards, and as a last resort, the threat of adverse action.

There is, however, some confusion over how to use these tools and the relationship between the various rating categories that they establish. The Commission has sought to dispel some of this confusion by issuing guidelines contained in a pamphlet entitled, "Motivating Employees Through Within-Grade Increases," which attempts to reconcile these various devices for improving performance without changing the laws authorizing them.

The Commission has also sought to offset the rigidities of the Federal rating system. It has done this, primarily, by permitting and encouraging agencies to use other relevant laws such as the Incentive Awards Act and the Salary Reform Act. It has also emphasized the significance of relating evaluations to specific, objective goals and achievements in the context of the work done.

#



EDUCATION AND A JOB

The founding fathers knew the value of education, and generations of Americans since then have continued the Nation's commitment to learning. By the mid-1960's, six out of every 10 persons in the 5- to 34-year-old age group were enrolled in school from the elementary through the university level.

If training is added to the educational statistics, the magnitude of the commitment to education is enormous. Just one company, General Dynamics, put its hourly rated employees through a million hours of classroom training in 1964 to improve their skills. In 1967, Federal managers sent over a million participants to classroom training of 8 hours or more duration. Viewing this phenomenon, Seymour Wolfbein, Dean of the School of Business Administration at Temple University, asserts that "very few, if any prior periods of American economic history have matched the post-World War II commitment to education and training in its sheer size as well as variety."

The role of the Federal Government in formulating policy to develop the Nation's human resources is growing in importance, particularly as it affects the disadvantaged. A 1967 Department of the Interior report to the Congress identified 37 public laws, or parts of laws, which authorize Federal assistance to provide job-oriented education and training to prepare people for employment. So much depends upon an effective use of America's manpower resources that an understanding of the major issues is vital for Federal managers and executives. The literature in this area is rich, and the following three selections represent but a small sample of what is currently available.

Education and Training for Full Employment by Seymour L. Wolfbein (Columbia University Press, 1967, 240 pp.). There are three main sections in this book. The first is a brief overview of what Mr. Wolfbein describes as "the three matching revolutions." The components of these are changes in economic policy, manpower policy, and work and income policy, which the author asserts are interrelated. These matching revolutions are predicated on an effective relationship between Government and the private sector. Another aspect of these revolutions is that the programs in each of them are still experimental and their results are still tentative.

Part two of this work describes ten hypotheses which represent a framework within which current training policy and programs can be viewed. Early results are presented in relation to each of the hypotheses.

The third section of the book describes the early experiences with institutional training, on-the-job training, and special programs under the Manpower Development and Training Act of 1962.

Manpower Agenda for America by Eli Ginzberg (McGraw-Hill Book Company, 1968, 242 pp.). Mr. Ginzberg is a professor of economics at Columbia University and Director of the Conservation of Human Resources Project. This book presents a series of analyses of contemporary manpower problems for the expert in the field and for the citizen looking for answers to our social and economic problems. The chapters of the book are really essays written for different audiences, thus the organization is somewhat loose. Nevertheless, the book is full of useful insights, particularly the chapters dealing with the economic consequences of automation, dropouts and jobs, the hidden costs of unemployment, and womanpower.

Jobs and Income for Negroes by Charles C. Killingsworth (a joint publication of the Institute of Labor and Industrial Relations, the University of Michigan, Wayne State University, and the National Manpower Policy Task Force, 1967, 82 pp.). The Institute of Labor and Industrial Relations is a joint agency of the University of Michigan and Wayne State University. The National Manpower Policy Task Force is a private nonprofit organization for studies and research in manpower policy that is based in Washington, D.C. Among its members until recently was George Shultz, formerly of the University of Chicago, and now Secretary of Labor. The Institute has published eight Policy Papers in inexpensive paperback form.

Charles Killingsworth's *Jobs and Income for Negroes* is a compelling piece of analysis written in a manner that even a non-economist can understand. The first section, Negro Adaptation to a Changing Labor Market, is largely descriptive, drawing heavily on a survey of the statistics and studies that measure the growth and portray the present structure of Negro disadvantage, in relation to whites, in the process of making a living.

One of the startling facts brought out in his analysis is that "the unemployment problem is worse for better-educated Negroes—especially those with nine to twelve years of schooling—than for the least-educated or the college-trained." These better-educated Negroes are less willing than their less-educated blue-collar parents to accept menial, dead-end jobs. They try to compete in the white-collar sector, where they suffer class discrimination in the competition with better-educated whites from white-collar families.

This type of discrimination added to many other factors produces a disturbingly high unemployment rate among young Negroes. The author cogently lays out the education and training implications of this situation.

—William A. Medina

U.S. GOVERNMENT PRINTING OFFICE : 1969—O-333-827

Worth Noting *(Continued)*

range from 3 percent at the GS–2 level to 10.8 percent at GS–18, with an average increase of 9.1 percent for employees in the General Schedule. When comments from employee organizations have been received and reviewed, recommended rates to become effective in July 1969 will be submitted to the President for approval.

EMPLOYEE HEALTH and safety activities will receive increased emphasis from the Civil Service Commission on a Government-wide basis. The increase is reflected in the reorganization and renaming of a major bureau within the Commission, now the Bureau of Retirement, Insurance, and Occupational Health (formerly Retirement and Insurance). Each of the Commission's 10 regional offices will establish programs to promote occupational health and safety. Thomas A. Tinsley, formerly director of the Bureau of Employees' Compensation, Labor Department, has transferred to the Commission as Deputy Director of the renamed Bureau.

In other personnel changes within the Commission, Dr. O. Glenn Stahl, Bureau of Policies and Standards Director for 14 years, has retired from Government service to accept an overseas assignment with the Ford Foundation. He has been succeeded by Raymond Jacobson, former Director of the CSC Bureau of Recruiting and Examining, and Edward A. Dunton has been promoted to the BRE directorship.

THE FEDERAL WOMAN'S AWARD for 1969 has been presented to six Government career women selected by an independent panel of judges from among 104 nominated by the heads of Federal departments and agencies. Winners, with their occupations: Mrs. Mary H. Budenbach, National Security Agency, cryptology; Miss Edith N. Cook, Labor Department, legislation; Miss Eileen R. Donovan, State, foreign service; Dr. Jo Ann A. Kinney, Navy, research psychology; Mrs. Esther C. Lawton, Treasury, personnel administration; and Miss Dorothy L. Starbuck, Veterans Administration, management. They were honored for their outstanding contributions to the quality and efficiency of the Federal career service, their influence on major Government programs, and personal qualities of leadership and dedication. Judges for the 9th annual Federal Woman's Award were Dr. Leonard Carmichael, Mr. Roscoe Drummond, Dr. Nell Eurich, Mrs. J. Willard Marriott, and Mr. H. Chapman Rose.

REAPING TRAINING BENEFITS—CSC Chairman Robert E. Hampton has told the new heads of departments and agencies that wise use of their authority under the Training Act of 1958 can bring big benefits in increased efficiency, mission support, and staff communication of policy and program information. In a memo to agency heads, Chairman Hampton said: "As a Civil Service Commissioner I have had for several years a prime vantage point for advancing and observing the improvement of training practices and facilities in the Federal service. I have seen the Training Act prove itself to be a sound and serviceable law . . . Outputs can be increased and costs reduced by quickly spreading understanding of purposes and programs, and by teaching employees improved methods and skills." He also urged top officials to accept invitations to speak at training sessions whenever possible.

—Bacil B. Warren

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

POSTAGE & FEES PAID